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## ABSTRACT

The 1970 Miami Beach Training Sessions for National Leaders in Teacher Education was conducted by the Florida Department of Education on the invitation of the U. S. Office of Education to consider the techniques needed for using performance criteria to determine an individual's ability to perform as a teacher in public schools and thus qualify for certification. The document is in three parts. Part one contains five papers on performance-based certification: describing the concept and why it is needed; discussing participation in decision making; giving an overview of current approaches to accountability; considering whether the focus should be on knowledge, teacher behavior, or pupil achievement; and considering the role of differentiated staffing. Part two details the plans for changing certification procedures, with notes on forces which are helping or hindering, for selected organizations and state agencies including: American Association for the Advancement of Science; American Association of Colleges for Teacher Education; American Federation of Teachers; American Vocational Association; Association of Classroom Teachers; Association of Teacher Educators; National Commission of Teacher Education and Professional Standards, NEA; and 11 states, as well as the U. S. Office of Education. Part three considers the impact performance criteria will have on teacher certification in substituting demonstrated teaching ability for evidence of having followed an approved program of studies. (MBM)

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PERFORMANCE-BASED CERTIFICATION OF SCHOOL PERSONNEL

*Edited by Joel L. Burdin  
and Margaret T. Reagan  
ERIC Clearinghouse on Teacher Education*

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## Foreword

Promoting analyses and interpretations of primary educational topics is a major responsibility of the ERIC Clearinghouse on Teacher Education. Informing its constituency of educational trends and developments is a major responsibility of the Association of Teacher Educators. It is with these responsibilities in mind that we collaborate with the Florida Department of Education in making this report on performance-based certification available. Editing and copy preparation was done by the Clearinghouse. The Association published and distributed the report.

Publication of this report is a public service in that it provides information, ideas, and interpretation on a major national effort to change certification patterns. This in turn is part of the larger context of "accountability." While most of the reports incorporated into this publication are endorsements of performance-based certification, they should not be considered endorsements by either the Clearinghouse or its sponsors--the Association of Teacher Educators, the American Association of Colleges for Teacher Education, and the National Commission on Teacher Education and Professional Standards.

Recognition should be given to Nancy Benda, K. Fred Daniel, Jerry Chapman, Barbara Dickson, M. M. Ferguson, Marshall Frinks, Jack Gant, Pauline Masterton, John W. Patrick, Ron Scull, Millie Suber, James Swanson, Edna Tait (serving as staff representative of the Florida Education Association), and the Florida Department of Education; to the teams from various agencies and organizations which contributed position papers and progress reports; to the Bureau of Educational Personnel Development, U.S. Office of Education, for much of the funding which made possible the conference (hosted by the Florida team in Miami Beach) which generated this publication; and Christine Pazak of the Clearinghouse staff, typist.

Our hope is that this publication will stimulate widespread discussion and study of a most important topic--performance-based criteria. These outcomes would justify the investment of time and funds needed to produce this publication.

*Joel L. Burdin, Director  
ERIC Clearinghouse on Teacher Education*

*Richard E. Collier, Executive Secretary  
Association of Teacher Educators*

February 1971

## Introduction

### A NEW THRUST IN TEACHER EDUCATION --CERTIFICATION

In recent years educational leaders in this country have expressed a growing concern over the constantly increasing complexity of teaching. They relate these compounded demands upon individuals to inservice and preservice education for teachers and, in turn, to the certification of professionals.

It would seem, then, that the time is rapidly approaching when it will no longer be feasible for an agency to evaluate the qualifications of teachers by reviewing course titles on college transcripts. Instead, it will be necessary to identify specific skills, knowledge, and attitudes which teachers are expected to possess and to establish settings, both preservice and inservice, wherein the identified competencies can be demonstrated and recorded. It then becomes increasingly apparent that agencies involved in declaring individuals able to teach (colleges, public schools, and state agencies) must begin to develop techniques for using performance criteria to determine an individual's ability to perform as a teacher in public schools.

Recognizing the urgency to investigate this new thrust in certification, the Bureau of Educational Personnel Development, U.S. Office of Education, invited the Florida Department of Education to conduct a training session on performance-based teacher certification. This report was generated by that conference.

*Staff of the  
Department of Education,  
State of Florida*

### RESULTS OF THE MIAMI BEACH TRAINING SESSION

This source book is one tangible result of the 1970 Miami Beach Training Session for National Leaders in Teacher Education. For those who expect to carry out related activities, I am sure it will prove a valuable guide and resource.

I have received numerous letter of congratulations and appreciation for a productive session.

Credit for the success of the session must be shared with all of the staff members, however, special recognition for management and organization of the Training Session must be given to Dr. K. Fred Daniel, the overall chairman for the staff. Jack Gant must be distinguished as the member who remained attentive to the humanistic principles during the planning and operation of the session and during the editing of this manual. Nancy Benda should also be complimented on a fine job of interpretation and editing.

We in Florida wish you well as you move forward in your plans for improvement in education.

## PERFORMANCE-BASED APPROACHES TO TRAINING AND CERTIFICATION

A weary educator once compared teacher training and certification reform to religious reform. Both are formidable tasks and for much the same reasons. The established rituals are so ingrained that even the slightest modification is a long and tedious process.

I do not know how the religious reformers are progressing, but in the training and certification of educational personnel we now have an opportunity for a major breakthrough. The team approach that has been developed and the expressed desire of so many states and organizations to share in the outcome of this training program are signs of movement in the hoped-for direction.

The rituals of separating preservice training from inservice training, of failing to provide the schools an opportunity to share in the preparation of educational personnel, of perpetuating the self-contained classroom, and of judging competence by examining paperwork instead of performance are detriments to the kinds of changes which we are moving toward.

We can best accomplish our purposes by linking inservice to preservice training, by establishing school-college parity in the preparation of educational personnel, by developing a system of differentiated staffing that encourages more effective use of educational personnel, and by judging competence through demonstrated performance.

The Bureau of Educational Personnel Development is expressly supporting and encouraging the development of performance-based approaches to training and certification. I consider this to be one of the most significant training programs that the Bureau of Educational Personnel Development has ever sponsored. The fact that so many states and organizations have sent teams for training [to the training session held in Miami Beach, May 19-22, 1970] is evidence of their deep concern with the need to bring about reform in the training and certification of teachers. It is heartening to know that many states which could not send representatives have expressed an intense interest in what we are doing.

I hope that the team approach evident at the training session will be repeated in various agencies and associations in home communities and that these teams will serve to create the desired ripple effect. The Office of Education team is charged with bringing back detailed recommendations on the directions in which the Bureau can move and how our personnel can be most helpful.

I trust that you will make a real start in setting up criteria, in establishing ground rules, and in developing instruments that will enable us to move from talk sessions to action. There is always a real danger when the work is as complicated as this that the talk-stage will be extended. Our job is not to set the stage for more dialogue, but to translate the concept into working programs in each state.

*Don Davies, Associate Commissioner  
Bureau of Educational Personnel Development  
U.S. Office of Education*

Part 1  
PAPERS ON PERFORMANCE-BASED TEACHER CERTIFICATION\*

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\*Prepared for the Performance-Based Teacher Certification Conference,  
Miami Beach, Florida, May 19-22, 1970.

Performance-Based Teacher Certification:  
What Is It and Why Do We Need It?

*by*  
*K. Fred Daniel*  
*Associate for Planning and Coordination*  
*Florida State Department of Education*



## Performance-Based Teacher Certification: What Is It and Why Do We Need It?

### INTRODUCTION

To defend the need for performance-based teacher certification is much easier than it is to provide a precise definition of the concept. When one prominent teacher educator learned that the Florida Department of Education was planning to conduct a training program dealing with performance-based teacher certification, he responded cryptically, "It sounds like a good idea if you can figure out what it is."

In trying to define "what it is," it may be useful to consider the two parts of the concept--performance-based and teacher certification--separately.

Teacher certification is, of course, the process whereby a state or other governmental unit identifies those persons who are eligible for employment as teachers. (The term "teacher" is being used broadly here to include counselors, administrators, and any other professional personnel in education for whom certification might be required.) The assumption underlying teacher certification is that it is possible to devise a bureaucratic process which will distinguish those persons who are qualified to perform as teachers in public schools from those persons who are probably not so qualified. As presently constituted, that bureaucratic process is carried out by reviewing transcripts to verify that college courses with certain specified titles have been completed and that appropriate degrees have been awarded.

The performance-based part of the concept signifies that the collection of evidence verifying the candidate's ability to perform as a teacher is a central function in the bureaucratic process of teacher certification. The addition of performance-based as a qualifier to teacher certification specifies the kind of evidence which is most appropriate for identifying those persons who should be considered qualified to perform as teachers in public schools. Such evidence would relate directly to teaching performance.

No clear dichotomy exists between performance-based teacher certification and non-performance-based teacher certification. It is more appropriate to perceive a continuum with demonstrated teaching performance at one end and at the other characteristics which can be identified outside the teaching situation (e.g., intelligence tests scores, personality traits, knowledge of subject matter). A teacher certification process which might be located at the center of the continuum would rely equally on performance factors and non-performance factors. Teacher certification processes located at either end of the continuum would rely on performance factors exclusively or on non-performance factors exclusively. It is the position of persons advocating performance-based teacher certification, including this writer, that teacher certification practices should move toward the performance-based end of the continuum. There is not agreement, however, as to how far such movements should go and how fast such movements should proceed.

### THE NEED FOR IT

Performance-based teacher certification is needed simply because it makes sense. It has long been obvious to laymen and to professionals that

a demonstrated ability to teach is the best evidence of teaching ability. Since teacher certification is supposed to identify those eligible for employment as teachers, the teacher certification process should rely heavily on evidence of the ability of candidates to perform.

Laymen are more comfortable arguing for a new approach to teacher certification than are most professional educators. A layman will not hesitate to cite cases of persons who would make "wonderful teachers" but who cannot be employed because they do not meet technical requirements imposed through state certification regulations.

The past reluctance of many professionals to endorse changes in teacher certification practices has not been due to their naivete regarding teaching. Instead, it was due to uncertainties--even misgivings--about teacher evaluation. Professionals were convinced that evaluation procedures which could be used reliably and safely in a bureaucratic certification process simply were not available. There are thousands of research studies dealing with teacher effectiveness. Yet, findings with practical applicability are meager. Therefore, professional educators and state officials have been willing to defend present certification practices.

Today, however, many professional educators are aggressively seeking new approaches to teacher certification. Recent pressures for credibility--and more recently, accountability--have stimulated a quest for certification based more directly on a demonstrated ability to teach.

The adaptation of performance-based approaches to teacher certification could enhance the credibility of the certification process and strengthen teaching as a profession. Public confidence in the profession of teaching would be greatly enhanced (a) if it were possible to describe the candidates' demonstrated skills and knowledge and (b) if it were also clear that these are skills and knowledge which are not normally possessed by non-teachers. Needless to say, this could also have a salutary effect on the self-image of teachers.

Performance-based teacher certification is needed for several reasons: (a) It makes sense. (b) The public will demand it. (c) It will strengthen the profession of teaching.

#### THE WAY TO GET IT--THE FLORIDA PLAN

This paper asks only two questions about performance-based teacher certification--"What is it?" and "Why do we need it?" However, it appears useful to extend the discussion with some remarks on strategies for moving toward performance-based teacher certification. The following is a description of what might be deemed the Florida plan. It is not offered as a model but as an example of one state's approach.

The Florida approach has the following characteristics:

1. It is designed to move teacher certification practices toward a performance base. Such movement will be gradual, but steady. It is not a matter of throwing out an old system and putting in a new system; rather, it is a planned evolution.

2. The success of the plan will depend upon the success of individuals and institutions within the state to develop and implement new techniques for training personnel and evaluating their performance. Institutions to be involved include local school districts, professional organizations, colleges, and universities. Providing assistance to all is an integral part of the plan.
3. The starting point for developing evaluation systems and training systems is to identify specific teaching skills and knowledge judged by professional educators to be relevant. Training procedures for each skill or unit of knowledge are developed separately. Evaluation procedures are coordinated with each training component or module. Thereafter, comprehensive performance-based training and evaluation programs are developed piece by piece, with traditional components being replaced by performance-based components as the latter become available.

#### Legal Bases

Florida has moved slowly on changing state laws or regulations. The changes which have taken place have been discussed thoroughly in the State Teacher Education Advisory Council--the official agency for advising the State Board of Education on matters related to teacher education and certification. Few changes have been necessary.

Since state certification regulations provide for an approved program approach to teacher certification, no changes in those regulations were necessary in order to move toward performance-based teacher certification. The State Board of Education regulations regarding the approval of teacher education programs in higher institutions do not prohibit approval of institutional programs which use performance criteria rather than course credits for recommending candidates. Thus, no changes in regulations were needed. Some changes in procedures for administering program approval have been required. However, after a year's experience using new administrative procedures with the established regulations, the Teacher Education Advisory Council recommended that the regulations be written to encourage (rather than simply to permit) performance-based approaches to teacher education. The Council has appointed a task force to draft recommended changes in regulations.

Major changes were necessary in legal guidelines for inservice teacher education. This began with a change in policy which was enacted by the Florida legislature. Traditionally, the continued professional development of the teacher has been his responsibility. However, since local boards of education are responsible for the quality of education, the legislature gave them the responsibility for inservice education. The objective was to maintain the quality of education in a changing society. The State Board of Education adopted regulations which provide for the approval of local school district inservice teacher education programs. A local school district may secure approval of its inservice education program after completing a self-study and after a visit by an evaluation committee. Such approval allows teachers to renew their certificates without additional college work.

As yet, no regulations allow or encourage agencies other than school districts and accredited colleges to conduct teacher education programs. Also, teacher education programs conducted by local school districts are restricted



to the inservice level. However, joint programs are encouraged although legal provisions have not been enacted to make agencies jointly responsible for the quality of their graduates.

#### Encouragement and Assistance

The purpose of these legal enactments was primarily to make performance-based teacher education and teacher certification possible. Thus far, the State of Florida has not attempted to use statutes and regulations as the wedge for change. Progressive thinking of teacher education leaders throughout the state has been a force for change. The Teacher Education Advisory Council has served as the forum for discussing ideas. Movement toward performance-based teacher certification has been encouraged by three types of activities: (a) the development of broad teacher education guidelines which can be used in designing preservice and inservice teacher education programs for state approval and which provide alternatives to the course-by-course teacher certification regulations; (b) a plan coordinated by the state department of education for designing and disseminating individualized teacher education modules which employ a performance-based approach to training personnel in specific skills or knowledge identified by professional educators and which can be adapted into ongoing preservice and inservice teacher education programs; (c) the management of available funds to support the above two activities.

The development of these guidelines is supervised by the State Teacher Education Advisory Council. They will be used by persons designing teacher education programs and also by persons evaluating those programs. The following criteria have been adopted for use by the task forces which are developing guidelines:

1. They must cite the types of child behavior to be fostered by school personnel.
2. They must describe the competencies needed by teachers in order to provide the desired services.
3. They must describe experiences needed to develop desired teacher competencies.
4. They must present criteria for selecting candidates for the teacher education program.
5. They must include a follow-up plan to determine the effectiveness of the program.
6. They must be applicable to both preservice and inservice education programs.

The job of developing the needed procedures and materials--the technology--is gargantuan. The experience of the U.S. Office of Education and of the institutions which developed the nine elementary models provides ample evidence of this fact. The State of Florida has decided that performance-based teacher certification cannot be implemented satisfactorily until the needed teacher training technology is available. Florida has set out to do this piece by piece, using whatever resources might be available. An example are the projects carried out with support of Education Professions Development Act and others to produce individualized teacher training modules. These modules include the following elements:

1. A set of objectives which describes fully what the trainee will be able

- to do successfully completing the module;
2. Materials, including practice activities with trainee feedback, for accomplishing each of the module objectives; and
  3. Evaluation activities to determine when the trainee has accomplished the module objectives.

Many of the modules have been tested in preservice and inservice teacher training settings. One dissemination project was designed to train resource persons from throughout the state to supervise the use of 53 such modules.

#### The Administration of Teacher Certification

The administration of the Florida approach to teacher certification will involve reviewing transcripts (or other official records) to verify that the teaching candidates have mastered the needed skills and knowledge for teaching. Administratively, this is no different from the present procedure in which certification analysts (a) either review transcripts to see that candidates have completed approved programs or (b) conduct analyses to see that they have completed the proper courses. Thus, from the standpoint of the certification administrator, this type of certification will require little change. In fact, the anticipated Florida system will simplify the operation. When a performance-based approach is used exclusively, all certification applications must verify completion of an approved program. Thus, course-by-course analyses will not be needed.

For candidates the certification process will be more difficult for some and less difficult for others. The candidate will submit to the teacher certification office an official statement (e.g., transcript) indicating that he has completed (or has been "checked out" in) an approved program. He will be unable to submit several transcripts showing that he has completed courses at different institutions. Instead, he must go to an institution, school district, or other agency and complete the performance evaluations for all of the required competencies. Upon mastering all the necessary skills and knowledge, he will receive a recommendation for certification. If he is deficient in some part of the program, he will complete those portions. Likewise, native candidates in a preservice program will follow the same procedure. It will not be necessary to complete the training associated with that portion of the program in which they have demonstrated mastery.

The key to the effective administration of a state-wide performance-based teacher certification system is an effective system for program approval. This system places greater responsibility on the teacher training agencies. Thus, the program-approval operation must have built-in accountability procedures for the agencies. There must be a way to verify the performance quality of the graduates. While initial approval may be on the basis of professional judgment regarding the program content and procedures, continued approval must be based on the proven teacher performance.



Participation in Decision Making

*by*

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## Participation in Decision Making

### INTRODUCTION

More decisions of consequences are made today within the group context than in any other setting. Difficult and sometime unpopular decisions, such as recent defense and military operations, are customarily made by the Joint Chiefs of Staff. Important domestic decisions frequently are hammered out by the President and his Cabinet. Similarly, educational decisions at nearly every level are made in groups such as the commissioner and his cabinet, the superintendent and his board, and the principal and his curriculum committee. The group is a natural part of the average individual's daily life.

While individuals may have different personal feelings about the "appropriateness" of the group as a decision-making body, the fact remains that groups are part and parcel of the decision-making process in our culture.

### THE CONTEXT OF DECISION MAKING

Decisions do not occur in isolation. The act of deciding between two or more alternatives is usually (and particularly in organization) a culmination of processes which have led to the generation of such alternatives. Such processes are usually referred to as problem solving. Group problem solving includes such procedures as sensing difficulties; diagnosing problems; inventing possible solutions; deciding among possible alternatives; and introducing, evaluating, and modifying current practices.

### RESEARCH AND THEORY IN GROUP PROBLEM SOLVING

Participation in group decision making "under conditions of uncertainty" can lead to effective decision making.<sup>1</sup> This conviction grows out of an examination of relevant research literature such as Kelley and Thibaut (1969) have reviewed on group problem solving. They begin their review of summarizing studies with what happens to individual problem-solving behavior when it is done in the presence of others:

1. Subjects report that an urge toward greater speed is produced by the activity of others, and they report greater emotional excitement (and distraction) than when alone.

---

<sup>1</sup>Luce and Raiffa describe the various conditions under which decisions are typically made. Decision under certainty is that in which not only the alternatives in the choice to be made are known, but also each alternative is known invariably to lead to a specific outcome. Decision under risk is that in which the alternatives are known and in which each alternative leads to one of a set of possible specific outcomes, each outcome occurring with a known probability. Decision under uncertainty is that in which probabilities of specific outcomes are unknown, or perhaps not even meaningful. This paper assumes that much of educational decision making is decision under uncertainty and that under conditions of uncertainty groups can make more adequate decisions than individuals. R. D. Luce, and H. Raiffa, *Games and Decisions* (New York: Wiley, 1957), p.13.

2. Subjects are aroused to activity even after having (in social isolation) reached a point of satiation with it (Burton, 1941, on children's play activity; Zajonc's, 1965, summaries of studies on animal eating behavior).
3. The largest performance gains occur for individuals who give evidence of having least interest in the task itself (those with the lowest solo performance on tasks where performance seems to be a function primarily of how hard the person tries).
4. Intraindividual (time-to-time) variability is higher under social conditions (Allee and Masure, 1936; Allport, 1924; Mukerji, 1940). This would be expected if it is assumed that the heightened motivation carries the person to a performance level where the counterforces (from fatigue, skill limitations, effort, etc.) are very high. The high level of tension resulting from the conflict between the two sets of pressures would create high susceptibility to severe though momentary disruptions and would be manifested in large variations in performance.<sup>2</sup>

Such evidence is interpreted to mean that social conditions increase motivation for high task performance--the results being positive or negative depending on factors such as the person's level of skill and initial motivations. This argues for self-conscious work on improving problem solving in groups.

There are dissenting findings. Allport concluded from his and other studies that "... it is the overt responses, such as writing, which receive facilitation through the stimulus of co-workers. The intellectual or implicit responses of thought are hampered rather than facilitated."<sup>3</sup> The problem is that intellectual processes of which Allport speaks are not directly observable. Further, if Allport's subjects have been trained to have similar problem-solving techniques such as searching, selecting, grouping, and so forth, they might have improved each other's problem solving.

Certain characteristics seem to account for effectiveness in group problem solving. These are reviewed here as potential strategic areas for improvement.

#### The Way the Group Handles Information

Groups may facilitate problem solving by improving the clarity and/or objectivity with which information is perceived. Heider defined attribution theory as that process of "inferring or perceiving the dispositional properties of entities in the environment--the stable features of distal object."<sup>4</sup>

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<sup>2</sup>H. H. Kelley and J. W. Thibaut, "Group Problem Solving," *The Handbook of Social Psychology*, IV, edited by G. Lindzey and E. Aronson (Reading, Massachusetts: Addison-Wesley Publishing, 1969), p.4.

<sup>3</sup>F. H. Allport, *Social Psychology* (Boston: Houghton Mifflin, 1924), p.274.

<sup>4</sup>F. Heider, *The Psychology of Interpersonal Relations* (New York: Wiley, 1958), p.79.

One process employed in making judgments is consensus: (a) Attributes of external origin are experienced the same way by all observed. (b) There is consistency among persons. This is not to imply validity of attributions because they have consensus; it merely results in the individual's feeling that his judgments are right. Since problem solving usually depends upon some form of information reception, the degree to which the information is perceived consensually will, as other studies have shown, decrease the time for decision making and will probably increase the validity of decisions made.

Each person brings each task differing amounts of information. Thus, a curriculum development group may have persons from different academic disciplines, master teachers, and administrators. Adequate information exchange requires high degrees of interpersonal trust and acceptance of information (Deutsch, 1949a, 1949b; Zander and Wolfe, 1964).

It has also been found that groups solve problems best when they plan their communication. For instance, Shure and others (1962) studied five-man working groups in which some of the groups were afforded separate planning periods and others were not. The groups given separate planning periods were far more successful in evolving an efficient organization for information transmission and were significantly faster in solving the problem by the last trial than were the other groups.

While it is clear that any problem-solving activity, whether individual or group, involves information seeking, Lanzetta and Roby (1957) have investigated the relative efficiency of information seeking versus the volunteering of information by others (a distinctively group behavior). Three-man groups have worked interdependently at a group task requiring successive adjustments to changing information. In half of the groups ("volunteering" condition), the subjects were instructed to report any informational changes over an intercom system to certain of their fellow subjects. Though these two conditions did not differ in the numbers of errors committed, the "volunteering" condition was more efficient in the sense that fewer messages were required and less time was spent in talking.

It is worth noting, however, that as the size of the group increases, the proportion of members volunteering information decreases (Gibb, 1951). This decrease in the proportion of volunteers occurs particularly as the size of the group increases from two to about seven.

#### The Readiness of the Group Members To Keep the Group Intact

"The members of a highly cohesive group, in contrast to one with a low level of cohesiveness, are more concerned with their membership and are therefore strongly motivated to contribute to the group's welfare, to advance its objectives, and to participate in its activities."<sup>5</sup> The degree of cohesiveness depends primarily on how attractive the group members find the task and one another.

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<sup>5</sup>Kelley and Thibaut, *op. cit.*, p. 84.



According to Cartwright and Zander, "Those who are highly attracted to the group more often take on responsibilities for the organization (Larson, 1953), participate more readily in meetings (Back, 1951), persist longer in working toward difficult goals (Horwitz, 1953), attend meetings more faithfully, and remain members longer (Sagi and others, 1955; Libo, 1953)."<sup>6</sup> When the outcomes available through the group are higher than the comparison level for alternatives, then an individual must work through the group to achieve this end. Although our major emphasis is on the consequences of cohesiveness, responsible activity may also be a cause of cohesiveness. It is tempting to speculate that group interaction initially undertaken because there was no satisfactory alternative is the first step in the causal process which eventually produces the several consequences of cohesiveness documented below. According to the logic of Homans' *The Human Group* (1950), an increase in group activity will be followed by an increase in both interpersonal attraction and interaction.

French (1956) compared problem solving in a series of tasks designed to produce frustration and failure. Highly organized Harvard athletic groups showed intense frustration, which they expressed in inter-member aggression and a general disorganization of group activity, but they resisted disruption. On the other hand, many of the unacquainted undergraduate groups were unable to remain intact under the frustration. In some instances opposing factions formed, and in others, members abandoned the group permanently to work on irrelevant tasks.

Perhaps the most widely reported characteristic of cohesive groups is the greater tendency of individual group members to influence and be influenced. Using the standard instructions designed to increase the congeniality of group members, several investigators found evidence of greater influence (Back, 1951; Berkowitz, 1964; Festinger et al., 1952). Other investigators have reported a greater rejection of the deviant in highly cohesive groups (Emerson, 1954; Schachter, 1951). Festinger (1950) reports correlational data to support the greater rejection of deviants in highly cohesive groups. Gerard (1954) reports that subjects show greater resistance to changing an opinion if it is anchored in a highly cohesive group.

#### The Characteristics of the Problem To Be Solved

Hackman (1966) in an excellent experimental study and review of the literature concludes that group tasks make a difference. For example, his research showed that the average level of judged "product creativity" was different for each of three different task types. (The persons were the same.) Further, it appeared that the meaning of the concept creativity differed across the three types, in that substantially different patterns of general product dimensions were associated with "creativity" for different types of tasks.

The nature of the task affects leadership. Fiedler (1959) in his early studies obtained consistently high correlations between the scores of leaders on a particular measure and the effectiveness of various kinds of work teams. However, when the relationship was tested in other settings (e.g., in the

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<sup>6</sup>Dorwin Cartwright and Alvin Zander, *Group Dynamics Research and Theory* (Evanston, Ill.: Row Peterson Co., 1960), p.89.

laboratory using production type tasks) the results were not replicated. Thus, leadership style interacts with the nature of the task such that leadership which requires work in highly ambiguous tasks may not be the same type of leadership required for routine production tasks.

### Summary

The weight of the evidence reviewed above shows that under condition of uncertainty group problem solving is essentially superior to that done by individuals. Therefore, the practical issue at hand is not whether groups should be involved in decision making, but rather, how can the resources in a group be utilized to insure the best decisions of which it is capable. This is, of course, rhetorical. Implied in the review is the need for strategies of improving group problem solving which address themselves to each of the above three areas, namely: (a) the way the group handles information, (b) the readiness of the group members to keep the group intact, and (c) the characteristics of the problem to be solved.

While many such strategies exist for all three areas, and are currently practiced in many organizational development programs across the country, the particular focus of participation in decision making here relates to the handling of information as observed in group interaction.

### GROUP PERFORMANCE AS A FUNCTION OF PATTERNS OF INTERACTION

In view of the finding that decision-making groups in which interaction occurs produce better decisions, information relative to the effects of various techniques of interaction may prove helpful in further understanding the consequences of group activity for decision-making performance. A body of research data exists which indicates that the kind of decision-making procedure which a group employs (as a reflection of the patterns of interaction among members) exerts significant influence on the quality of the final decision product.

### A Comparison of Three Decision-Making Techniques

Research of this type has usually compared three decision-making techniques: (a) decisions by individuals and/or a minority faction of the group, (b) decisions based on the support of a majority of the group members, (c) decisions based on equal support and agreement of the total group membership. These procedures may be termed respectively the Minority Control Technique, the Majority Vote Technique, and the Consensus Technique.

While it is difficult to obtain any of these techniques in their pure form, even under controlled research conditions, the data indicate that each has a different cause and effect relationship to group performance. Decisions based on use of the Minority Control Technique more often than not are the least effective in producing adequate decisions. In effect, the gun is loaded against a single individual or small minority making as good a decision as one based on the participation of a greater percentage of the group membership. When the number of persons contributing to the decision is decreased, the final decision is more dependent on individual competence than on interaction effects. Thus, chance works against the Minority Control Technique and is reflected in the overall inferiority of decisions obtained in research with this procedure.

Since at least a medium amount of interaction involving a majority (if not all) of the group members is necessary under the Majority Vote Technique of decision making, a great deal of the various effects accruing from interaction may be reflected in the final group decision. A portion of the benefits inherent in well-executed interaction, however, are missing under the Majority Vote Technique. To the extent that some members--the out-voted minority--are unable to influence the final decision product, all interaction effects are not harnessed and brought to the service of the decision.

The third technique, Consensus, represents a pattern of interaction in which all group members share equally in the final decision. No decision becomes final unless it meets with the approval of each and every member. For this reason, Consensus is difficult to obtain and requires a fairly sophisticated understanding of the dynamics of conflict, interpersonal sensitivity, and the distribution and use of internal group power. Research data indicate, however, that the Consensus Technique results in decisions of superior quality when compared with either Minority Control or Majority Vote produced decisions.

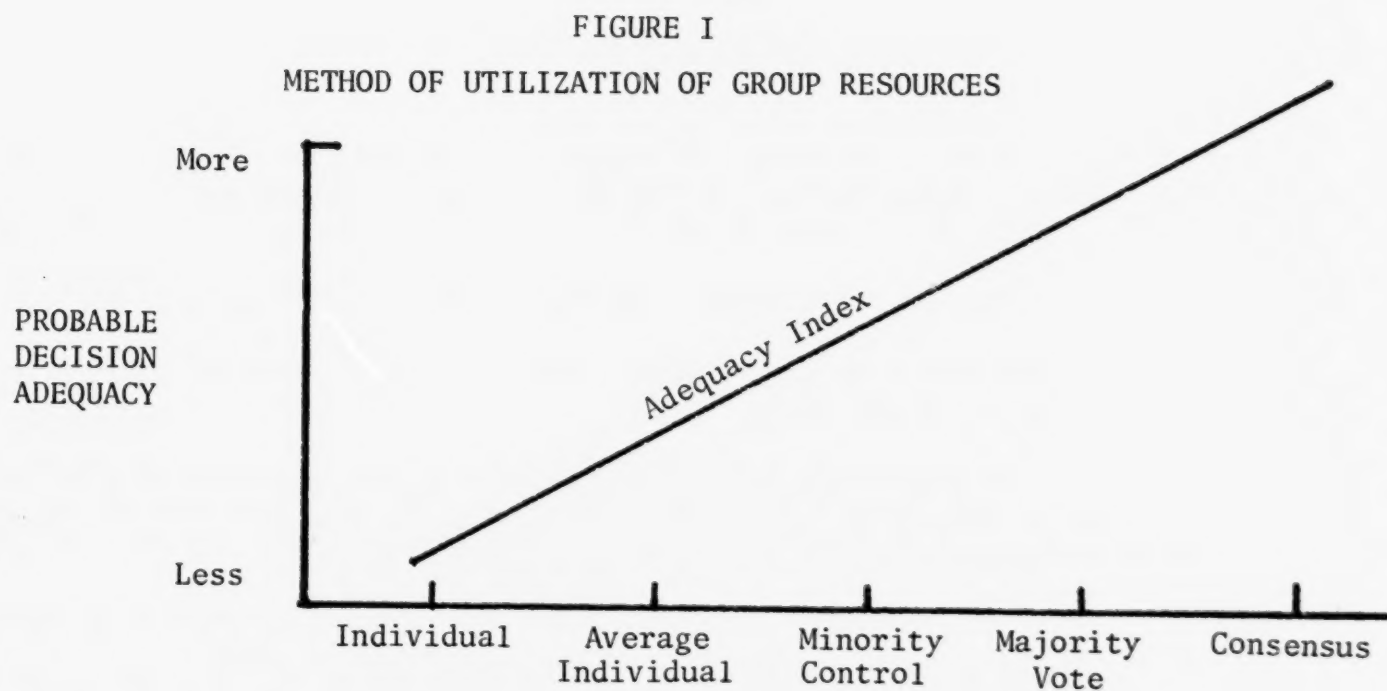
Consensus, paradoxically, is the least frequently used form of decision-making procedure. As a rule, rather mechanical techniques such as Majority Vote are employed for the purpose of either reducing or avoiding altogether the conflict which results from differences of opinion. In instances where fairly dramatic power differences exist among members, the Minority Control Technique may be employed to short-circuit conflict, overcome group inertia, and save time. While Consensus does result in a more adequate decision, it is not primarily designed to accomplish any of these other ends often desired by group members. For this reason it is frequently discounted as a feasible approach to decision making.

### Summary

The adequacy of group-produced decisions reflects the contributions of both statistical and interaction effects. Employing a group as a decision-making body provides some degree of insurance--because of the operation of chance probabilities--that a more adequate decision will be reached than if a single individual worked toward a solution alone. Similarly, interaction affords an increase in adequacy above the attributable to averaging effects, and the type of interaction employed determines the extent to which the group decision will benefit from the possible interaction effects.

In view of research findings concerning the effects accruing from group activity on decision adequacy, some generalizations may be made. The following graph represents the relationship between the methods of utilization of resources in a group and the probable adequacy of the decisions produced.





#### CONCLUSION

Hopefully, enough evidence has been presented on the effectiveness of group decisions. Further, the research reviewed in this paper argues quite directly that if adequate steps are taken to insure information processing, cohesiveness, and careful definition of the task, effective problem solving will result. Finally, it has been argued that when consensus decision making is employed by groups who have skills in utilizing the dynamics of conflict, interpersonal sensitivity, and internal group power, more adequate decisions will result.



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Accountability: An Overview of Current Approaches

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## Accountability: An Overview of Current Approaches

### THE GROWING DEMAND FOR ASSURANCE

Interest in some form of fiscal accountability for what the American public puts into the education of its young people has been with us for a long time. In recent months, however, it has become increasingly evident that some form of accountability for what comes out of the schools is required as well. Cabinet officers, federal and state educational leaders, local school officials, parents, and taxpayers express a growing interest in assurance that each dollar spent for public agencies be used most wisely in bringing about the specific learnings in children that we profess as our goals. It is not surprising, therefore, that legislatures and governmental agencies have begun to investigate performance accountability for some components of their programs.

A number of factors other than economic has deepened the concern about education today. Dropouts, student militancy, and drugs have been attributed to weaknesses of our schools. Moreover, the very large sums of money that have been provided by federal funding and the contributions of the philanthropic foundations have not been successful in solving the old and new problems of our schools. This lack of any large-scale payoff for millions of dollars already put into innovation and change frustrates both the dreamer and the pragmatist. While a number of programs have been identified as successful in helping children overcome certain educational deficiencies, these programs have had little effect in changing the overall system which permitted the development of these educational deficiencies in the first place.

Underlying most of the concerns about education today there appears to be one common desire: The American public wants assurance that the resources which they devote to education will have the effect that education has so long promised. What the dedicated educator wants is assurance that he will have the opportunity and resources to have a positive effect on children. The concerned student wants assurance that he will be recognized and dealt with as an individual human being.

Many critics inside and outside of education find it increasingly difficult to understand why it is so hard to provide this assurance that educational actions will have commonly desired consequences. The management of resources to accomplish planned ends has been a well-known American skill. All seem to agree on the basic need to have desired positive effects on the output of schools--the learners. Critics thus feel all that should be required is a plan for it to happen, operation of the school so it does happen, and ability to measure to see if it did happen.

This form of educational management appears to be a relatively simple process and well within the management capabilities and resources of American society, except for one basic factor. Surprisingly, there are few people in adult society today who have a conception of education that realistically includes the attainment of learning as a primary objective to which resources can be directly committed. Instead, a lifetime of personal experiences with schools has helped form a mental picture of the school as a place where teaching is the primary function. It is true that learning is the hoped-for consequence of the teaching, but because for so long teaching was all that could



be assured, the facilitation of the means has become accepted as the end in itself. This is the aim of most educational planning and operation. Spaces are designed to facilitate teaching. Equipment and materials are developed to aid teaching. Time is scheduled to make best use of teaching time. This perception of the schools, coupled with what appears to be a cause and effect relationship between teaching and learning, has contributed to the prevalent assumption that improvements in what the school does--teaching--will result in eventual improvements in what the student does--learning.

As long as education was "working," it was really unnecessary to question the idea of education as teaching. Contributing to the weakening of this logic today, however, is the related assumption, possibly once valid, that most of the opportunities for a child to learn will occur in close proximity to where teaching takes place--the school. In an electronically linked world in which a child perceives far-distant events and people within his immediate frame of experience this is no longer true. If only from the point of view of time, the opportunities for learning presented in school situations are being overshadowed by the increasingly available real-world experiences accessible outside of the classroom.

It is, therefore, no longer completely possible to assume a positive correlation between what a child learns and what happens in a school--an organized institution for teaching. Interestingly, the process of learning is still related to the process of teaching. However, experiences which teach are now accessible to a child in many places, at many times.

The role for the schools, rather than being diminished, takes on new and vital importance. It becomes more necessary to assure that individuals have the skills and processes which will permit them to cope with, and profit from, the other teaching experiences in the world around them. For example, it is very difficult to arrive at a satisfactory answer to the conventionally stated question, "What should schools teach about sex?" Re-conceiving the problem, "What should a student learn about sex?" forces a recognition of the other sources of information on the subject to which a student is continually exposed in the media and the real world. The concern then becomes one of providing the understandings and processes to handle these multiple sources of information in a mature way. When the operation of an institution can be perceived and organized around the central objective of learning, the relationships between the various teaching factors which interactively affect the student can be better understood and dealt with. It becomes possible to directly commit human and material resources to the accomplishment of beneficial consequences in learners.

Many proponents of educational accountability in effect are saying that it is possible to assure that (a) the resources we put into education will favorably affect the people coming out, and (b) learning rather than teaching can be the direct objective and output of an education institution. This requires that society plans for it to happen, supports and operates the institution so it does happen, and continually assesses whether it is happening. This permits necessary modifications in the process. Most of the procedures for educational accountability relate to one or a combination of these three purposes.

The following overview is not inclusive. Several descriptions are indicative only of the nature of the technique.

## PLANNING FOR LEARNING

The value of systematic planning which takes into account the total resources, needs, and tasks of an organization has been demonstrated in military, scientific, and industrial organizations. Some of the techniques have been applied in limited educational situations such as research and project management. Among the planning procedures applicable to education are Planning, Programming and Budgetary Systems (PPBS); comprehensive planning systems; and Program Evaluation and Review Technique (PERT). Difficulties experienced in implementing these systems may bear out Desmond Cook's observation that management techniques cannot be successfully applied to institutions that are administered rather than managed. The lack of the *sine qua non* of a managed enterprise, that is definable output, has hampered those systems-oriented persons who have tried to work within the school context. Moreover, complex planning systems are by their nature future-oriented activities. Under the now-oriented pressures of educational operations there is a danger of their misapplication. For example, planning, programming, and budgeting systems which are implemented first at the budget level rather than the planning level can very easily make more efficient many current school activities which should not be budgeted at all.

## OPERATING TO SUPPORT LEARNING

This section on techniques for operating education in a manner which will effectively assure desired student consequences is presented in two parts: (a) program management, and (b) institutional management. Much is similar in the two areas. The latter may subsume the former. Nevertheless, it is helpful to differentiate between the two in order to deal with those qualities which are more than the sum of institutional projects.

### Program Management Techniques

Program management techniques maybe divided into two areas--contracting for performance and management support groups.

Contracting for Performance. Techniques to contract for output performance are being applied to a wide-range of educational activities. At the student level several individualized instruction systems employ contracts committing the student to specific levels of accomplishment.

At the specific project level much notice is currently being given the concept of performance contracting. A dropout prevention program has been operated in Texarkana, Arkansas. The Office of Economic Opportunity has recently launched a nationwide experiment with different applications of the technique. The U.S. Office of Education has provided this definition:

Performance Contracting, whereby a school contracts with private firms, chosen competitively, to remove educational deficiencies on a guaranteed performance basis or suffer penalties. Without being told what program is to be used, the contractor is encouraged to innovate in a responsible manner. Upon successful demonstration, the contractor's program is adopted by the school on a turnkey basis, i.e., a process wherein local teachers and administrators are trained to take over the program.<sup>1</sup>

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<sup>1</sup>U.S. Office of Education, Bureau of Elementary and Secondary Education, "Educational Engineering: Managing Environmental and Institutional Change To Increase Educational Productivity." (Washington, D.C., January 1970).

On a slightly larger scale a form of performance contracting has been involved in the operation of Job Corps centers. There, a broader range of learning opportunities is available.

In another application, the Office of Economic Opportunity has recently announced plans to experiment with a "voucher" system. This will permit parents to "buy" educational services which they feel will provide the greatest payoff for their children.

Management Support Groups. Since performance contracting is still a rather new concept in education, institutions have begun to turn to intermediate groups to provide specific initiating services, act as educational brokers linking the classroom to industrial and research outlets, and in some cases, serve as political buffers. These groups provide specific functions such as (a) program planning and development assistance, (b) project management assistance, (c) linkage to other agencies and information.

#### Institutional Management Techniques

The techniques for facilitating learning serve three functions: (a) re-orienting an institution's purposes, (b) dealing with the institution as a social system of human relationships, (c) facilitating comprehensive local management decision making.

Re-orientation of Purpose. It is difficult to hold a business accountable if it does not keep books on its transactions. Similarly, certain procedures help an educational institution to "set up books" because they establish ways to relate to common criteria and purposes.

Several states are approaching this task of changing the orientation of educational institutions from input--teaching--to output--learning--through changes in the "rewards" provided for accomplishment. Past process included accreditation, graduation, and certification.

Both the Florida and Colorado state departments of education are looking toward performance standards for school accreditation.

The Florida agency worked out a plan for moving forward in a 1970-71 pilot study the accreditation classification of schools. According to Floyd T. Christian, Florida's Commissioner of Education:

The new proposed accreditation process is based on the assumption that evaluation should provide information necessary for making decisions relative to the next steps involved in improving the learning process of students. The task of the staff of each school is viewed to be that of focusing the total educational program on improving the school's product--the student. In order to accomplish this, it is necessary that all phases of human potential--and the difficulties to be overcome in developing this potential--be described and measured, and that teacher decisions be based on this information.

For the evaluation process to be most effective, there should be an involvement of all human resources associated with the school--teachers, aides, supervisory and administrative staff, service personnel, auxiliary personnel, citizens of the community, and the



students. The proposed standards have been developed to stimulate total involvement utilization of a systems approach to school evaluation. The multi-level and multi-type standards will be to require involvement and progress on the part of all schools, regardless of their previous achievement.<sup>2</sup>

The Colorado Department of Education is conducting on a pilot basis a new concept in school accreditation--accreditation by contract. When a school decides that it wants to try the new plan, it develops its own goals and implementation programs which reflect the needs and resources of each local school. The goals and program are incorporated into a contract and, if approved by the state board of education, they become the basis for accrediting each school. Through contract accrediting the attainment of self-appointed goals will be emphasized, rather than the meeting of minimum standards.<sup>3</sup>

In California, the state department of education has taken the first step toward setting minimum proficiency standards for graduation. A recent news item noted:

Beginning in the 1971-72 school year, high school students will have to demonstrate a minimum eighth-grade competency in reading and mathematics in order to graduate. From their beginning--the first such minimum standard to be adopted by any state--California plans to introduce the minimum proficiency concept at earlier grade levels. . . .

The current drive toward adoption of performance criteria in the California schools stems from a 1968 law which provided local districts with greater autonomy in curriculum decisions--and at the same time gave the State Board the authority to establish a "common curriculum" and "minimum guidelines and standards" to be observed within the diversified programs offered by each district. . . .

Under the "model minimum academic standards" adopted by the Board last June, local school systems would be allowed to assess the achievement levels of their students. Among other ways, the student may demonstrate his competence by one of the following:

- Satisfactory completion during grades 9-12, of a one-semester course in the subject focusing upon diagnostic and remedial instruction;
- Passing district-selected examinations in reading or mathematics or both based on eighth-grade state adopted textbooks. The local districts will be faced with the cost of additional testing and perhaps some expansion of remedial courses in order to comply with the new regulations. State Superintendent, Dr. Max Rafferty has called the minimum standards an "interim" measure, more is yet to come.<sup>4</sup>

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<sup>2</sup>Floyd T. Christian, "1969-70 Proposed Accreditation Standards for Florida Schools" (Tallahassee: Florida State Department of Education, 1969), p.iii.

<sup>3</sup>News item in *Education Daily*, December 10, 1969.

<sup>4</sup>News item in *Education Daily*, December 22, 1969.



Performance-based certification of teachers is also being actively explored in Florida and several other states with the support of the U.S. Office of Education.

The Institution as a Social System. The First National City Bank study of the New York City System in November 1969 was unusual in two respects: (a) It was undertaken by the private sector. (b) It questioned the dogma that answers to education's problems always depended on large sums of money poured into the classrooms. Significant improvement in reading skills was attributed to morale factors: a principal's confidence in his staff; his respect for teaching aides; his sympathy for innovations; and his success in developing ties between parents, community, and the school. The study suggested that the critical factor in organizational effectiveness is management style and behavior in relation to human resources. This concept, now widely recognized, is only slowly being implemented in business and industry. Yet today there appears to be

A new awareness among systems analysts that the most technically-perfect work system is no better than the willingness (and not just the ability) of people to make it go. "Implementation" cannot be accomplished by pushing buttons from behind a desk. Nor is "retraining" in new motor or intellectual skills enough. Both implementation and retraining require new interpersonal and group skills--how to surface and use conflict creatively, how to define and systematically solve problems, how to seek innovative "third" solutions, how to involve people in the design of their own work process so they will be highly motivated to succeed.<sup>5</sup>

A new discipline has been generated concerned with organizational development (O.D.). Among those concerned with applying O.D. principles to educational management have been the University of Michigan's Institute for Social Research; the Cooperative Project for Educational Development (COPED) of the National Training Laboratories; and the Center for the Advanced Study of Educational Administration, University of Oregon.

Comprehensive Local Management Decision-Making Systems. In recent months two comprehensive systems for local institutional management have been reported on. One is the Educational Audit System designed by E. F. Shelley and Company, Inc., for the State of New Jersey. The other is the Project Yardstick Growth Gauge and Planning Model developed for the Martha Holdon Jennings Foundation in Ohio. Both proceed from the same premise--that a system which is to accomplish certain ends must start with the end. That is, educational management starts with meeting the needs of individual pupils.

The Educational Audit System was described as follows in a report to the New Jersey Commissioner of Education dated February 27, 1970:

The design for the Educational Audit System is distinctive in scope and goals.

It provides a sound multipurpose information source for local as well as state or federal agencies, recognizing at once the interdependence

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<sup>5</sup>Marvin R. Weisbord, "What, Not Again! Manage People Better?" *Think*, January/February 1970.

of the agencies and the different requirements of their operating responsibilities.

It establishes a technique for information gathering and decision making that enlists the appropriate participation of all the groups involved in the educational process from the student, staff, and community to the highest administrative authority.

It creates a competency to use the collected data economically and effectively at each level of responsibility. The proposed educational audit system thereby becomes a realistic operational decision-making tool. . . .

Any information system serving higher administrative organizations (state, federal, etc.) must serve dual objectives of assisting local agencies in the delivery of services, while producing the programmatic and statistical information required by the broader agency to monitor, analyze, and evaluate programs. To neglect the nature of the informational needs of the local level can result in a negative view of data collection at best as a necessary evil, and at worst, as an unnecessary, burdensome task which directly interferes with program operation and effectiveness.

Furthermore, it is necessary to recognize that there are actually two different but related hierarchies of decision involved: (a) those decisions that affect the inputs to the system and which decrease in magnitude as they get closer to the point of delivery [See Figure I]; and (b) those that are most influential on making the services responsive to individual needs and which, inversely, are most significant at the point closest to the output, i.e., the individual learner [See Figure II].

FIGURE I. SCOPE OF RESPONSIBILITY IN DECISION MAKING

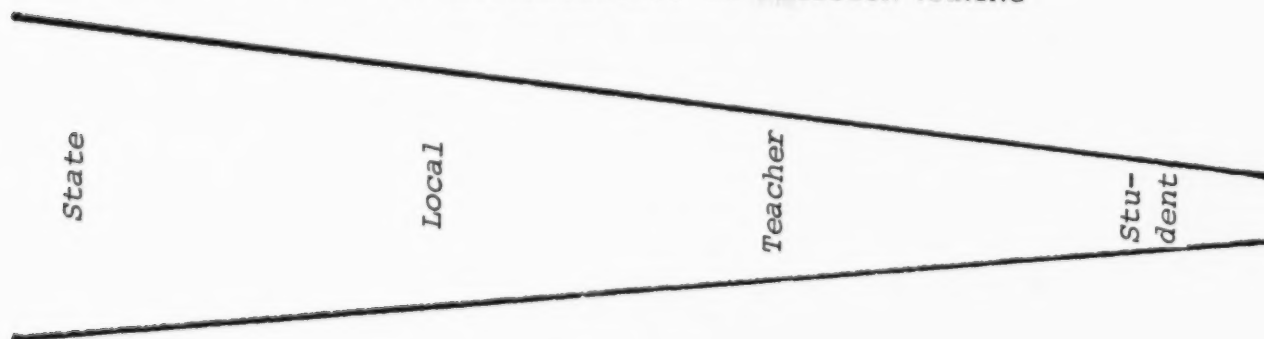
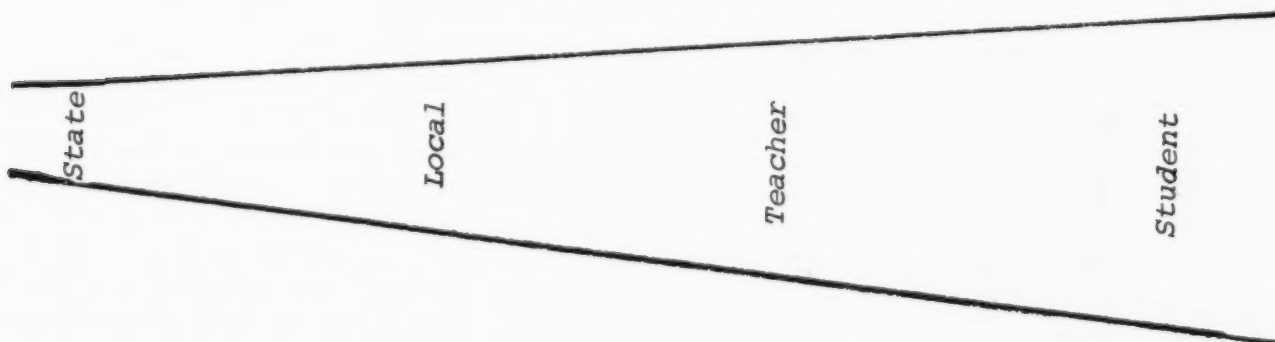


FIGURE II. NEED FOR RESPONSIVENESS IN DECISION MAKING



The first system needs hard, quantifiable data in order to function efficiently; the second, based upon the attitudes and relationships of the people in close contact to the learner, requires additional "softer information in the area of attitudes, relationships, values, and social processes."

Although decisions made at all levels are, in theory, mutually dependent, institutions have felt it increasingly necessary to rely on hard quantifiable data alone for higher level resource decisions. However, the requirement that decisions be at once appropriate and implementable suggests that concern for those closest to the output must be able to provide an influence on the input decisions.

At this point in time, attempting to derive "hard" data from a "soft" system may be an appropriate problem for educational research to attack. Nevertheless, the operational problem today is a slightly different one, that is, how to get "hard" data to support a "soft" system. If, at the present time, the critical instructional and supportive administrative decisions affecting learners are derived from a reasoned, but to a great extent intuitive, judgment process based on as much relevant data as possible, then it is necessary to develop a system which would support and enhance the systematic application of the judgment, knowledge, and expectations of those closest to the learner. As a recent publication of the AASA [American Association of School Administrators] points out:

In view of the absence to date of appropriate theoretical foundations for decision making and the heavy reliance on intuitive judgment, we are faced with two alternatives. We can wait an indefinite time until appropriate theory is developed, or we can deal with the complicated problem of coordinating and monitoring the operation of the system by obtaining relatively sharp intuitive insights and judgments from staff and other experts concerned with the administration of the schools. The latter seems to be the most defensible alternative, despite its shortcomings.

Such a supportive system requires, first, a recognition and common understanding of the basic nature of the local institution. To accomplish this it is necessary to have all levels of decision-makers able to assess the relationships of their decisions from a common frame of reference. Moreover, this frame of reference should make possible the identification of discrepancies between goals and actions for use as the starting point of an improvement program.

In addition, the system should provide information that the local institution can use to adapt to children's individual needs and to provide a base for observing their growth. At the present time, state and federal agencies see their needs being met through a norm-referenced form of evaluation. Local institutional performance is measured therefore, against some average of performance from other similar institutions. Relationships are made to national and/or state norms. From the view of the local institutions, this knowledge that one is above or below an externally derived norm is only of limited value and can actually be viewed as threatening. The need is for measurement against a criterion derived from the individual student as well as school



system capabilities, objectives and expectations. Such a discrepancy model can be used more appropriately as a catalyst to local improvement efforts. At the same time, it makes it possible for higher level agencies to utilize the same data for program evaluation in a norm-referenced model which avoids the pitfall of most norm-referenced systems--a creeping conformity to a mean--which may be too low.

*What the Educational Audit System Provides for the LOCAL Educational Institution.* In broad terms the Audit System will make it possible for a local educational institution to assess current operations against student performance standards established or derived locally. Moreover, the picture of what is happening to students; and what teachers, students and community think is happening; and what teachers, students and community would want to happen provides a frame in which specific problems can be identified and perceived within larger contexts. This can serve as a base for a process of cooperative decision making which uncovers, focusses and utilizes more efficiently the skills and knowledge already in the system. The changes which could be the outgrowth of this involvement process are almost limitless. Additional implications for the local system are presented in the subsequent sections of this report concerning the "Output" and "Action" steps in application. What should be kept in mind, however, is that the basic question is what are the implications for the individual student? By using individual student data as a base, the Educational Audit System makes it possible to both start and complete the decision-making process with that question.

*What the Educational Audit System Provides for the STATE Educational Agencies.* State educational agencies traditionally perform a number of functions.

1. They administer some portion of the state's educational resources.
2. They frequently are a recommending source for state education legislation.
3. They act in an advisory capacity to school systems.
4. Most are charged with some supervisory and regulatory responsibilities.

To perform all of these functions requires sound data, and many states have instituted data-based information systems to improve the quality and accessibility of information for decision making. Some forms of data frequently are not readily available in these systems. This is particularly true in relation to individual student differentiated data and information which could be utilized by the state in fulfilling its advisory and supervisory efforts in helping school districts improve instruction.

To complement such state information systems, data accumulated from the audits of a representative sampling of school districts in the state, or from all schools in the state, could be used to pinpoint individual district or statewide strengths and weaknesses. Appropriate help could then be provided more responsively by the state and its intermediate service agencies. Not to be overlooked is the opportunity for state education department personnel to visit high performance districts to



identify what it is that is making for their success and then to disseminate these good practices among low performing districts. The principle suggested can be applied to reading, arithmetic, language arts, physical education, or any subject at any level, or any combination thereof. Guidance and special services needs likewise can be identified. The kinds of inservice education needed in a district, an area, or a state can be pinpointed. Communications gaps and clues for remediation will be apparent. Most state education departments have staff on board to assist school districts with these kinds of problems. Information from the audit can help sharpen the activities of these staff members.<sup>6</sup>

The Yardstick Project began as a research project in Cleveland supported by the Jennings Foundation of Ohio. The principal outcomes of the project have been a "Growth Gauge" which measures the performance of students and schools and a "Planning Model," a computerized simulated school system. In a report in November 1969, the results of the Yardstick Project research development were noted:

Student Performance. . . Of the many observations and conclusions we made in the performance area, a few stand out:

1. In the past, pupil records have been designed and used primarily for individual counseling. Little effort has been made to organize these data for use in evaluating the school.
2. Many studies have tested a great number of students at one time, but little attention has been devoted to measuring changes in the same groups of children over a period of years.
3. Since student achievement is highly dependent on native intelligence and socio-economic background, it is difficult to measure the real effect of school programs on the achievement of students.
4. However, growth in achievement, as measured by standardized tests, is less dependent on intelligence and background.

To provide school decision-makers more specific information on the performance of their schools, we used pupil performance data, organized and summarized in a report form useful to management.

In these reports, we measure the "value added" by the school system by qualifying the performance results in light of what pupils brought to their performance quite apart from the contribution of the school. To do this, we organized pupil information according to their socio-economic factor and intelligence, thus sharpening comparisons in performance by reporting the achievement of "like" groups of pupils. In effect, this normalized for the socio-economic factor and intelligence and, in a sense, gave us a starting point for the school. From this point, we could measure the contribution of the school to the pupils' performance. Thus..."value added."

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<sup>6</sup>"Educational Audit System-Design and Program for Development," Final Report to Commissioner of Education, State of New Jersey (Washington, D.C.: E. F. Shelley and Co., February 1970), selected quotations.

Putting it another way, because of the strong influence of background one-time tests merely tells us about the community (or input) not about how the school has influenced or changed the child.

Since growth in achievement is much less dependent on background than the achievement level itself, presumably differences in growth are the results of differences within the individual school or among schools in the district.

*Planning and Budgeting.* Among the conditions which significantly affected the direction of Yardstick's work in school planning and budgeting and the more effective use of resources were the following:

1. Voters' reaction to increasingly high tax rates is making it difficult for school managers to provide their staffs with adequate resources.
2. Increased community interest in schools is focusing greater attention on how resources are and should be allocated.
3. School managers would generally like to have more knowledge of how resources are and should be distributed among the school's activities.
4. Because of limitations of time, staff, and information, superintendents are often unable to evaluate alternatives for the numerous decisions that must be made.
5. Most of the school planning systems that have been designed deal with general policy decisions aimed at large urban schools. Little effort has been directed at the specific decisions so important in small- or medium-size suburban school systems.

"Yardstick" provides superintendents and board members with a detailed planning tool, capable of presenting side by side at each decision point, current, projected, and alternate resource expenditures (dollars, personnel, courses, rooms, teacher time, etc.). In addition, policies (both stated and implied) are indicated at each point. The resources expended are reported and accumulated from the classroom or lowest level through the district level. The planning tool facilitates rapid calculation of the effect of alternative policies or various environmental conditions on the use of and the need for resources.

*The Growth Gauge.* The Growth Gauge of pupil performance is not intended to supply answers; it does however, focus on educational areas where answers are needed--and hence is the first step in arriving at answers. As one researcher remarked, it "equips the administrator and board member with a hunting license and a sharpshooter's rifle." It can illuminate major deviations from the norm, show where greater effort is needed, and point out a successful method or process which might be effectively transferred to another part of the system. It does not tell a school administrator what to do, but like a red light on a car's dashboard, it tells him where and when action is needed. Yardstick Project's Growth Gauge can be used to chart the level of achievement and growth by school, by classroom, by subject, or by socio-economic grouping...

... A cautionary word is needed here. Comparing the figures for the school system charted with the figures of another system will prove

nothing. The fact that one school system achieves a score above the norm and another school system is below average tells us only that. It does not tell us that one system is performing better than the other. The fairest way to gauge achievement level is to take into account the varying intellectual and socio-economic backgrounds of the children in the school district. Given the children and the resources it must work with, the system with lower scores may be doing a better job than the system with higher scores. Again, this is the "value added" concept...

*The Planning Model.* Before describing the Planning Model, it may be helpful to list the important differences between it and the Growth Gauge. Where the Gauge is concerned with the output or academic performance of the schools, the Model is concerned with the input and costs. The Growth Gauge measures the effect of present and past policies; the Model shows the cost of present policies and projects the cost of these or alternative policies into the future. Finally, the Gauge raises the question about the causes of different rates of growth, while the Model answers questions about the costs and benefits of alternative policies...

... It is almost trite to say that the major task of local boards and superintendents in today's tax-weary community--and there is no other kind--is somehow to allocate available resources to best meet educational needs. The challenge involves planning for anticipated needs in the form of enrollment, professional personnel, funds, and facilities. The process becomes enormously complicated and time-consuming in an era of constantly changing conditions. The net result has been an increase in the number of variables to an extent that human energy and patience can hardly cope with them.

But regardless of the size of the school system, no administrator, staff, or school board should be burning the "midnight oil" making pen-and-paper calculations of the seemingly infinite number of factors affecting educational planning. As a famous advertisement puts it, "Machines should work; people should think"--and Yardstick's Planning Model incorporates that point of view.

To help school officials evaluate the alternatives involved in planning, the Model is a simulated school system housed within a computer. Already the profiles of the four Cleveland suburban school systems are stored there; and these data have produced useful, practical, time-saving information. This is the approach of Operations Research which was described earlier in terms of Yardstick's staff of experts. Perhaps it is best explained by John Pfeiffer in *New Look at Education*:

Basic to the entire systems notion is the concept of a model, a simplified but controllable version of a real-world situation which serves a function roughly comparable to that of a laboratory experiment in the physical and biological sciences.

Like its partner, the Growth Gauge, the Planning Model uses only data already available in a school's files. Here are three ways in which the model can help school officials with their planning:

1. It shows how resources are being used.



2. It projects future costs, space allocation, and number of personnel.
3. It projects the effect of changing conditions and policies...

*What the Planning Model Can Do.* The Model is designed in three parts. The first part projects enrollment by grade and school for as many years into the future as desired. It uses historical school and grade enrollment data as well as sophisticated mathematical projection techniques.

The second part of the Model projects course enrollment, again based on historical data. In this part, courses can be added or dropped or changed from required to elective, and the effect of such changes on other courses also is projected. Enrollment is projected for each course, and from this, the numbers of teachers for each subject area and facilities required are generated.

The third part of the Model computes data on (a) the results of school policies and (b) changing conditions, economic and others. For instance, a change in policy would be to alter the maximum class size or to set a lower or higher limit on teaching loads. Economic conditions may be divided into two categories: (a) those which are partly controlled by the school or are controlled within a set of limits, such as teachers' salaries, librarians' salaries, transportation costs, etc. and (b) those which the school cannot control, most notably inflation. From this part of the Model a report of expenditures, both present and projected, can be produced.<sup>7</sup>

#### MEASURING OUTPUT

If output is to be the criterion for institutional performance, means are required to assure that there are objective and standard measures. Two current efforts are of significance in this area: (a) the "Belmont Group" attempt to establish new data bases in education, (b) the initial implementation of Independent Educational Accomplishment Audits in 86 projects under the bilingual education and dropout prevention programs of Titles VII and VIII of the Elementary and Secondary Education Act.

The plight of state departments and local school districts was summed up by Edgar Fuller, executive secretary of the Council of Chief State School Officers in March 1969, when he reported to the Education Commission of the States on the work of the Joint Federal/State Task Force on Evaluation:

The cumulative effect in the Bureau of Elementary and Secondary Education has been a mass of overlapping data systems, comprised of 10,000 or more variables and some 95 million response items. State education departments and many local school districts have been inundated by Federal forms, and enough of these have been sent to the Office of Education to choke its facilities and exceed the capacities of its manpower to utilize the data...<sup>8</sup>

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<sup>7</sup>"The Yardstick Project" (Cleveland, Ohio: Martha Holdon Jennings Foundation, November 1969), selected quotations.

<sup>8</sup>Edgar Fuller (report to Education Commission of the States on the work of the Joint Federal/State Task Force on Evaluation, March 1969).



The U.S. Office of Education and the Council of Chief State School Officers worked together for two years to:

1. Jointly develop and install a common survey instrument designed to meet the common needs of the U.S. Office of Education and the state agencies in evaluating BESE programs;
2. Jointly develop and install pilot training programs for evaluation personnel in state and local education agencies; and
3. Jointly develop and implement a long-range program of general and evaluative information for elementary and secondary education in the United States.

Working through what became known as the Belmont Group, the Joint Task Force has developed a new *Consolidated Program Information Report* which will replace the 13 separate statistical reports of the Bureau of Elementary and Secondary Education previously required for Elementary and Secondary Education Act Titles I, II, III, V-503, VII, VIII; National Defense Education Act III and V-A; Civil Rights Act IV; and Follow Through. The consolidated instrument has been field tested in a national sample of 800 school districts in 20 states which volunteered to participate in a pilot program. A companion instrument, the *Comprehensive School Pupil Questionnaire* package, is still under development and will eventually replace separate "national surveys" required in ESEA I, II, and III, as well as NDEA III. After field testing next year, it too will be available for use in a sample of districts in each state.

Independent Educational Accomplishment Audits, like a fiscal audit, measure a project's actual performance against the objective it has set for itself. According to Kruger (1970):

Like the fiscal auditor, the Educational Program Audit (EPA) needs to be independent of any involvement in the school's program except for his monthly or quarterly visits. If he became more deeply involved in the school's regular evaluation system, his objectivity would be compromised he might dilute the authority of regular program management personnel.

When an EPA visits a dropout prevention or bilingual education program, he begins by determining whether the program is using an adequate evaluation design. Once this is ascertained, his emphasis shifts to verification of the findings, of the evaluation activities through observation, interviews, examination of completed evaluation instruments, review of material products, and other procedures that may be appropriate.

Throughout the auditing process the EPA searches for discrepancies between proposed evaluation design and the evaluation the program actually should have, between the way the evaluation process is intended to work and its performance, between reported program accomplishments and real results. Yet his work is not simply to assess results. He provides feedback which helps the program director adjust his operations to meet the demands of complex and changing situations--and thus, get the results he needs.<sup>9</sup>

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<sup>9</sup>Stanley W. Kruger, "Program Auditor: New Breed on the Educational Scene," *American Education*, March 1970.

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The Focus: Knowledge, Teaching Behavior, or the Products?

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## The Focus: Knowledge, Teaching Behavior, or the Products?

### AN INTRODUCTION TO THE CRITERION ISSUE

For several decades the primary basis for teacher certification has been a given grade point average for a given number of courses in given areas of study, coupled with a recommendation from a recognized teacher education institution that a particular student is "qualified to teach." Operationally such criteria for certification require that a student demonstrate that he knows enough in various courses that he can pass them with a grade of "C" or better; that he is able to apply that which he knows at some minimal level as a "student teacher"; and that he is physically, mentally, morally, ethically, and attitudinally acceptable as a member of the teaching profession. The judgment is by representatives from the faculty of the college at which he is matriculating and by the supervisor of this student teaching experience.

Generally speaking the basic assumption underlying such an approach to certification is that knowledge of subject matter, teaching methods, children's learning, and so forth--as measured by course grades--is a basic predictor of teaching capability. Such knowledge is coupled with a brief testing of the ability to apply what is known in a student teaching situation and a subjective judgment as to the acceptability of a particular student to the teaching profession. The reverse assumption is also applied: There is no need to systematically gather evidence as to the ability of a prospective teacher to behave in specified ways, or of his ability to carry out the functions for which he will be responsible within a school once he is certified.

The point of view represented by a "performance-based" approach to teacher certification<sup>1</sup> denies such an assumption, and holds in its place the following:

1. More systematic specifications of that which is to be known, as well as more stringent criteria for knowing, must be introduced within teacher education.

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<sup>1</sup>The meaning of the term "performance-based certification" is not at all clear--either in the literature or in the heads of teacher educators. In a strict definitional sense, performance-based certification means only that the criteria for certification be made explicit, and that prospective teachers be held accountable for meeting those criteria. Given such a definition present methods of certification are "performance-based" in that they make explicit the grade point average, the course of study, etc. that are required for certification, and hold students accountable for reaching them. Rightly or wrongly the term has taken on additional meaning, and now generally refers to or includes (a) more stringent criteria for knowing than course grades; (b) the performance of specified teaching or teaching related behaviors; and/or (c) the demonstrated ability of a prospective teacher to bring about desired instructional outcomes, that is, desired outcomes in pupils, or desired noninstructional outcomes, for example, the ability to design and develop a curriculum or the ability to design and carry out a curriculum evaluation study. These three "classes of criteria" for certification can be referred to respectively as knowledge criteria, skill criteria, and competence criteria.



2. Knowing and the ability to apply that which is known are two different matters, and the certification of teachers should focus as much upon that which a prospective teacher is able to do as it does upon that which he knows.
3. The criteria for assessing that which a prospective teacher can do should be as stringent, as systematically derived, and as explicitly stated as the criteria for assessing that which he knows.
4. The assessment of both that which is known and that which can be done must be carried out and described systematically.
5. When a prospective teacher has demonstrated that he knows and can do that which is expected of him, only then will he be granted certification.

Two operational patterns generally attend such a position: (a) the release of a teacher education program from a rigid dependency upon time, course units, grades, and so forth as a basis for certification; (b) a portfolio describing that which a prospective teacher is able to do and to accomplish, as well as that which he knows, used to replace the traditional college transcript.

Granting the validity of such an approach to certification, a central issue remains: Are the requirements beyond knowing to be stated in terms of teacher behaviors, the products of teacher behavior, or some combination thereof?

The purpose of the present paper is to present the case for both teaching behaviors and the products of a teacher's behavior as a basis for certification. A second purpose is to spell out some of the issues that have to be resolved depending upon the choice made. The hope underlying this paper is that it will provide a reasonably clear basis for making such a choice and idea of the issues to be resolved depending upon the nature of that choice.

#### THE CASE FOR THE DEMONSTRATION OF SPECIFIED TEACHING BEHAVIORS

The move to consider the demonstration of specified teaching behaviors reflects a series of interrelated movements in education: (a) the recognized futility of searching for teacher characteristics or educational backgrounds as predictors of teaching success (Biddle and Ellena, 1964); (b) the emergence of the study of teaching behavior as a popular subject for research (Simon and Boyer, 1970), and with it the translation of the categories of behavior used in research into training systems to be mastered by preservice and inservice teachers, or to be used by supervising teachers; (c) the rise of the "behavioral objectives" movement; (d) the increasing criticism of education generally and teacher education specifically; (e) the increasing concern with accountability in education as a whole. The arguments for adopting teaching behaviors as a basis for certification are roughly as follows:

1. There is logic in focusing upon what a teacher does instead of what he knows, believes, or feels; for what he does is a reflection of what he knows, believes, or feels.
2. Since it is a teacher's behavior that is the primary determinant of teacher influence, it is important that prospective teachers be able to behave in ways that are desirable.

3. The research that has been done on teacher behavior has laid out categories of behavior that are observable, measurable, and relatively easily mastered.
4. Because such a focus has a good deal of common sense about it, and because it permits systematic measurement, it provides one means for meeting the requirement of accountability in teacher education.

In addition, if pressed to defend the charge that the products that derive from a teacher's behavior should be viewed as the final criterion of teaching success, rather than classes of teaching behavior, it can be argued that we are not as yet clear about the products that should derive from a teacher's behavior. Even if we were, such outcomes would vary by differences in settings; they would be difficult to measure. Other problems exist. As a consequence, so the argument goes, it is safer and easier to focus upon classes of teaching behavior that are assumed to be related to desired outcomes.

#### A CASE FOR DEMONSTRATING SPECIFIED OUTCOMES

The major argument in favor of a product orientation to certification is the one-to-one relationship it represents between performance prior to certification and performance subsequent to it. If a teacher is to be accountable for bringing about specified classes of learner outcomes or non-instructional outcomes subsequent to certification, it would seem reasonable to require that prospective teachers demonstrate that they can bring about such outcomes prior to certification. There are a number of advantages to such a position:

1. It represents or provides an absolute criterion of teaching effectiveness, and thereby it meets the ultimate test of accountability.
2. It accommodates individual differences in teaching preferences or styles in that it allows for wide variation in the means of teaching a given outcome, that is, in teaching behaviors; but it holds all teachers accountable for being able to bring about given classes of outcomes.
3. It allows for the fact that at this point in time we are not at all clear about the specific teaching behaviors that bring about specified outcomes in pupils, or the specific behaviors that bring about selected noninstructional outcomes; but it does require that effective behaviors and/or instructional programs be developed and utilized.
4. It forces the entire educational system, including teacher education, to be clear about the goals or objectives of education, and to become clear about the means for the realization of those objectives.
5. It takes much of the guesswork out of hiring new teachers, for each teacher would have a dossier which summarizes in detail what he can or cannot do at the time he receives certification.

Opponents of this position may claim that education is not clear about its goals or objectives, is uncertain about the means by which the known objectives are to be realized. The answer is simple: "That's a task that education must get on with, and a teacher education program so designed will contribute to that task."

#### SOME ISSUES RELATIVE TO TEACHER BEHAVIORS

Before teaching behavior becomes a primary basis for certification, a number of issues must be resolved:

1. What classes of teaching behavior are prospective teachers to be able to demonstrate? And who is to determine what these classes of behaviors are to be? The teacher education community? The state departments of education? The professional education associations? The citizens within a community, county, or state? What role should the students of teaching have in the identification of such behaviors?
2. What will the "effective performance of specified teaching behaviors" look like? That is, what will the criteria be for the successful performance of a given teaching behavior? Who will determine these criteria? How will a behavior be assessed to determine if it meets these criteria? And who will do the assessing?
3. In what settings will the behavior be demonstrated? In "film simulated" classroom settings? In "microteaching" situations where children are brought into an experimental classroom or laboratory? With small groups of children in on-going classroom situations? With entire classrooms of children?
4. In how many settings should a given class of teaching behavior be demonstrated; that is, if a student is preparing to teach at the elementary level, should he demonstrate a given teaching behavior at all grade levels? For differing kinds of groupings of students within a sample of grade levels? In some or all of these settings on different occasions?
5. What variation in the performance of a given teaching behavior or in the selection of teaching behaviors to be demonstrated is acceptable for students? Are all students in a given program expected to perform to the same criterion level on the same set of teaching behaviors? If not, who is to determine what variance is acceptable?
6. What is to be the functional relationship between knowledge of subject matter, knowledge of children's learning, and so forth, and given classes of teaching behavior in relation to the final criteria for certification? Will demonstration of a given level of mastery on all be required? Or will the demonstration of a given teaching behavior supersede or be able to take the place of given classes of knowledge or given sets of attitudes? Will there be any requirement on the part of prospective teachers to demonstrate that they can effect outcomes with pupils or classes of non-instructional outcomes?
7. How are teacher education programs to be structured and operated if the primary requirement for certification is the demonstration of specified teaching behavior?

While each state, and each teacher education program within each state, must find a satisfactory set of answers to these issues, guidance in search for such answers is provided by most of the models developed in the U.S. Office of Education-sponsored Comprehensive Elementary Teacher Education Models Program. With few exceptions the elementary models developed were designed around a commitment to teaching behavior as a primary basis for certification.

#### SOME ISSUES RELATIVE TO "PRODUCTS" OF TEACHING

If one adopts the position that pupil outcomes or classes of noninstructional outcomes are to be a primary point of reference in teacher certification, a host of related issues also arise. By and large these issues parallel the issues that one needs to consider if adopting teaching behavior as the primary focus for certification, but their content or focus varies:



1. What are the pupil outcomes to be realized? What are the noninstructional outcomes to be realized?
2. Who is to determine what these outcomes should be? If the answer is a "coalition of institutions and agencies with strong community representation," then one must determine specifically who is to be represented in the coalition and how such representation is to be made. Also clarity will have to be given to the exact procedures to be followed in arriving at the specification of the instructional and noninstructional outcomes to be realized.
3. What will the "successful realization of an instructional or noninstructional outcome" look like? Obviously, the demonstration of the ability to bring about given pupil outcomes would mean that success would be measured in terms of pupil behavior, for example, that a pupil or set of pupils can in fact read at a given criterion level or are in fact more considerate of feelings of others. Similarly, the assessment of success in the realization of noninstructional outcomes would require that evidence be obtained, for example, that instructional materials developed are in fact successful, that is, that parents do in fact understand the school's policy regarding the reporting of pupil performance, or that they are accepting the initiation of a new school policy. Given such a focus to assessment, the question still remains: What are the measures of success in the realization of such outcomes going to look like? Since children differ, success in getting a child or group of children to read will look different for different children or different groups of children. So too will success in the development of curriculum materials or working with parents. Success must always be measured against the kinds of materials development being undertaken, the objectives to be realized by those materials, the nature of the parents being worked, and so forth. Since success cannot, therefore, be normative or standardized, it means operationally that success must always be situationally specific. Given such a point of view what would be meant operationally by certification standards?
4. As in the case of teaching behaviors, how many times and with what kinds of children must prospective teachers demonstrate that they can in fact bring about given classes of outcomes? Must they demonstrate that they can bring about a given outcome for all grade levels within an elementary school if they are planning to become elementary teachers? Must they demonstrate that they can bring about such an outcome for first or third or fifth grade children, but in a variety of school settings? Must they demonstrate that they can bring about a given outcome for differing groups of children or different individual children within a single classroom setting? And how many outcomes must be demonstrated in order to meet the certification requirements?
5. What variation in outcome demonstration can be permitted across students within a given institution, or across institutions within a given state? Can students vary in number of outcomes demonstrated? Can they vary in the criteria of success to be applied to a given outcome, depending upon the nature of the pupils being taught or the context in which teaching is occurring? To what extent does commitment to elementary or secondary education lead to differences in certification requirements? To what extent does specialization within elementary or secondary, or student preferences within a given specialization at the elementary or secondary level, permit differences in certification standards to arise?



6. What is the functional relationship between knowledge of subject matter, the nature of children's learning, the method of teaching, and so forth, and the demonstration of the ability to bring about given classes of instructional and noninstructional outcomes in relation to teacher certification? Is there to be any requirement as to the demonstration of specified teaching behaviors?
7. How will teacher education programs be structured and operated if the primary requirement for certification is being able to demonstrate that one can in fact bring about specified classes of instructional or non-instructional outcomes?

While any state or any institution in any state must find answers to such questions if they are interested in implementing a product based teacher education certification program, the ComField Model, one of the ten models developed in the Comprehensive Elementary Teacher Education Models Program, will provide guidance in such inquiries.

#### SOME CONCLUSIONS

The growing dissatisfaction with present approaches to teacher education, the availability of increasingly analytic tools in teacher education, and the demand for greater accountability in education generally have given rise to the concept of "performance-based criteria" for teacher certification. In general terms, such certification asks that the criteria--whether knowledge and/or behavior and/or the products of behavior--be made explicit, and that students of teaching be held accountable to those criteria.

Central is the issue of whether performance beyond the knowledge level should be defined in terms of teaching behaviors, the products of teaching behavior, or some combination. On philosophic as well as on practical grounds the question is real and of utmost significance to education and teacher education in the decades to come.

An effort has been made to raise some of the questions that surround the issue, build the case for both positions in relation to the issue, and spell out some of the related issues that need to be resolved depending upon the position taken. The bias is toward certification criteria that focus upon the products of a teacher's behavior, rather than a teacher's behavior *per se*; for the products that derive from teaching are after all that which education is ultimately about. It is also reasonably safe to assume that these are also the criteria by which teachers and the teaching profession will be held accountable in the future.

Whether the profession is ready to take such a stand is yet to be seen. The fact that the public is ready to take such a stand has already been demonstrated.

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Differentiated Roles in Teaching and Teacher Education

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## Differentiated Roles in Teaching and Teacher Education

### CONTRASTS IN STAFFING PATTERNS

Following are descriptions of two types of teachers:

Teacher "A"--Elementary school teacher for 12 years. Generally considered the outstanding teacher in the school of 750 students. Has spent the last three summers spearheading an effort to develop new curricula with a humanistic emphasis. Has had six student teachers from the nearby university during the last four years. Regarded by the university as one of the outstanding cooperating teachers in the area.

Teacher "B"--First year elementary school teacher. Completed eight weeks of student teaching last semester while a senior at the university. Received a "B+" for student teaching. A major in elementary education, with a total of 30 semester hours credit in education, including six credits for student teaching.

Teacher "A" and "B" are each assigned a group of 25 fifth graders for the year.

*Question: As a parent of a fifth grade student which teacher would you prefer your child to have?*

*Question: What arrangements have been made to help Teacher "B" benefit from Teacher "A's" strengths and experience?*

*Question: How fair is it to Teacher "B" to expect him to perform the same functions and assume the same responsibilities as Teacher "A"?*

*Question: Why doesn't the school recognize that these two teachers possess different kinds and levels of competencies and organize the school to utilize better their talents?*

The tragedy of our current system is that most elementary teachers, and secondary within certain subject fields, are treated as interchangeable parts. Because of this fact we cannot even begin to differentiate the various educational roles which teachers might play. Further, it is impossible to apply these diverse roles to the education of students with maximum efficiency.

As the system now stands, we allow the teacher to face his yearly groups of 25 students once he has received his credential. Then he faces the same organizational pattern for the rest of his life, receiving extra pay if he can survive long enough and accumulate enough units of inservice credit. We never find out what special educational talents a teacher has, and we never diagnose what skills he should have but does not. Without this knowledge, we cannot decide on the structure for a rational inservice training procedure which will develop his own uniquely beneficial competencies. We never get around to these crucial matters because the system never directs our attention in these directions.



Sensible inservice training requires a careful differentiation and task analysis of the various aspects of the teacher's role. The current structure of education makes this impossible. Its monolithic nature tends to wash out and camouflage all of the useful distinctions among teachers. Pre- and inservice education must be based upon the development and use of an educational structure which fosters and capitalizes upon the multiplicity of educational tasks. We need in a viable institutional form several kinds of distinctions among teacher roles: large group lecturer, small group discussion leader, tutor, curriculum development specialist, lesson planner, evaluator, student advisor, disciplinarian, and so forth.

Operating within this kind of perspective would foster the recognition of significant distinctions among teacher roles--and it is at that point that we will be able to develop the performance-based task delineations. This in turn will provide the key to a relevant preservice-inservice education program. As differentiated staffing becomes a possibility, carefully thought-out performance criteria for teachers become a necessity. A school which allowed for role diversity would be uniquely motivated and able to analyze and reformulate the criteria by which it would judge competence in any given teaching task. With such criteria, teacher training, both at the preservice and inservice levels, can be closely integrated with the main concern--the educational development of students.

If teacher education is reorganized to provide relevant growth experiences for teachers throughout their careers, preservice education and inservice education will become a part of the same continuum. Separate preservice and inservice experiences no longer are justified. We must, in the process of specifying teaching performance criteria, set our priorities in such a way that the credentialing procedure becomes a formality and professional growth becomes the criterion of all training experiences. Whatever criteria we settle on for preservice programs--and whatever training procedures we judge relevant at that level--must be applied and extended in our inservice programs. Insisting on a distinction between preservice and inservice training techniques simply reveals ignorance of systematic criteria for assessing the professionalism of our teachers. But as soon as we give serious attention to the development of such criteria, the distinction becomes meaningless. Preservice and inservice training are not and should not be identical. Rather, procedures and goals of each must become specific and defensible. We must make some tentative decisions regarding what criteria a teacher should meet before reaching a credential and which ones should be met at the inservice level. With such modifiable decisions at hand we can begin to design inservice programs which have the continuity and rationality so clearly lacking in most current approaches.

Such an inservice program should be based on hierarchies of differentiated performance criteria. Under such an arrangement, a teacher interested in applying for a position at the upper level of the skill-responsibility-wage scale would be aware of criteria usually required for that teaching role. That teacher would then be able to select rationally from alternate sets of available training experiences. A uniquely suitable series could help him develop the skills and competencies necessary to compete successfully for the desired position.

All inservice assistance should not be oriented toward advancing to higher levels within a differentiated staffing structure. Role distinctions

can and should be made within the same level as well as among levels. In all cases these distinctions would be clearly stated in performance terms. If a teacher were interested in moving horizontally to another role at the same level within the hierarchy, he could select rationally from alternate sets of available training experiences necessary to meet the performance criteria for the desired role.

Another kind of inservice assistance could be for remediating specific disabilities of those now in particular teaching roles. Under the present arrangement, even the best teachers have specific deficiencies. The delineation of performance criteria for each teaching role would enable teachers to understand clearly what competencies are expected. Upon recognizing a skill or content deficiency, the teacher could select training experiences which would most effectively assist him.

Additionally, such a program would upgrade specific teaching roles in light of new educational discoveries. As new discoveries are made in specific content or teaching skills areas, these discoveries could be translated into existing performance criteria. In all cases where specific roles are upgraded, many of the existing performance criteria would be open to possible revision. As new roles are discovered and as old ones are discarded, the various sets of performance criteria would undergo constant self-renewing change.

As teachers select and engage in alternative means of training for different performance criteria, a substantial and useful set of data can be gathered to answer important questions. Which training procedures are most efficient in helping teachers to meet which criteria? For those with different initial competencies are different training experiences optimal in helping them meet the same criteria? For a particular set of aptitudes, what sequence of training procedure is most appropriate? To answer these questions with any confidence, it will be necessary to conduct meaningful research as an integral part of our pre- and inservice training programs. Then, we can begin to make intelligent decisions regarding the training procedures which should be modified to make them more effective. Given a sufficient amount of research on the success of teachers with varying abilities through alternative preparation routes, the profession might eventually develop the competence to predict the optimal training sequence for any given teacher in attaining any criteria. Until such research is completed (and in order to foster its being done), it is important to specify the criteria, provide alternative routes, and analyze the success of different techniques in bringing individual teachers up to criterion performance.

#### ELEMENTS FOR REORGANIZATION

In order to test out the preservice-inservice continuum ideas stated in this model, a given school of education and a cluster of schools from one or more school systems would have to implement a series of organizational changes. Within this reorganized educational setting, teachers would be able to select from relevant growth experiences designed specifically to develop particular performance skills and competencies. The four basic elements needed in such a reorganized educational setting are:

1. Levels of responsibility based on differentiated performance criteria through which a person could grow as a teacher during a total career;

2. Areas of specialization designated within each level of responsibility;
3. A plan of initial placement and parallel advancement for each of the levels of responsibility and areas of specialization; and
4. Supporting strategies and systems necessary to initiate, coordinate, and maintain such a preservice-inservice continuum.

### Levels of Responsibility

The persuasive argument for organizational change concludes that under present conditions many of the best teachers are leaving the classroom. There are a number of reasons, but they revolve largely around two issues. First of all is economics. Now, the teacher who aspires to higher earning power and influence has open only two avenues: He must either leave the classroom for administrative positions or seek other employment. The teaching profession simply provides no alternatives. Each year an increasing number of strong, capable teachers are lost to the classroom for this reason. There is no lack of dedication here; these are often among the most able of teachers, the very ones who should be working with students. Many would like to remain in the classroom. However, the severe restriction on earning potential drives them to take the only course open.

Of equal importance to many who leave is the conviction that as teachers they should be important in bringing about basic change or reform in education. Teachers are charged with a responsibility for classroom instruction but are almost never given any real authority to alter it. They serve on innumerable committees and councils for this ostensible purpose only to discover that the ultimate decisions will be handed down from above. The resulting sense of futility causes many to seek positions where they will have a chance to put their convictions into practice as administrators or quasi-administrators. Talented people must be encouraged to choose teaching as a career and to remain with students as they grow professionally. The decision-making role of the teacher must be expanded; a prerequisite for such expansion is a complete restructuring of the existing school organizational pattern. Presently, teachers spend much of their time doing many non-professional routine tasks. These tasks are time consuming, trivial, and essential: clerical details, record keeping, housekeeping chores, and purely mechanical procedures. Accomplishing these tasks in addition to the mental and physical demands of actual teaching leaves little time or energy to devote to those things teachers say they would like to do. They want to develop and refine curriculum, develop new instructional methods and techniques, and refine themselves as teachers.

Additionally, there are many tasks such as participating in study committees, inservice training meetings, and planning sessions. These meetings are usually held before school, after school, and even during lunch. Attending such meetings takes a great deal of time and energy. It is all the more disturbing to the teacher who knows that in general the meetings will accomplish little and will rarely change anything--that in the end they will again be told what to do by the administrative hierarchy.

The development and use of a differentiated teaching staff is a way out of this organizational dilemma. Such a differentiated teaching staffing arrangement would spell out levels of responsibility based on a clearly defined hierarchy of performance criteria for each teaching role. A teacher could continue to grow without leaving the classroom.



A differentiated teaching staff might develop a four-level structure. Both the levels and the kinds of teaching responsibilities could be assigned and rewarded in keeping with identified educational functions and professional needs. Teachers at the top levels of responsibility could be hired on a 12-month contract. Those at the bottom two levels could have a 10-month contract and the tenure rules similar to those operative now.

Senior teachers and master teachers would represent no more (and usually less) than 25 percent of the total staff. They could not hold tenure in these positions other than that for which their annual performance qualified them. They would hold tenure at the two lower levels, labelled here as staff teacher and associate teacher.

These labels do not require a new bureaucracy or hierarchy that gives recognition to an elite. Instead, there should be a structure based on levels of responsibility in a particular teaching organization. It should take its overall shape from what needs to be done educationally, both now and in the future. Consideration should be given to what available teacher are best qualified to be responsible for teaching tasks identified on the basis of performance criteria.

Master and senior teachers, as members of the faculty senate chaired by the principal (also a master teacher), would seek full authority from the school board and the superintendent (a) to formulate new educational policies, (b) to make decisions on educational functions and on how to carry them out, and (c) to govern the school as an autonomous body. The faculty senate would seek outside help. It would seek and get the kind of help in introducing constructive change that schools have been cut off from up until now.

There would be major differences among these four teaching levels. The master teacher could be responsible for shaping the curriculum, researching new instructional techniques, and investigating new modes of learning. The senior teacher could make explicit the concepts and goals of the curriculum. The staff teacher then would be the most likely person to translate curriculum goals and units into highly teachable lesson plans and, along with associate teachers, to assume the major responsibility for carrying them out. Although the major teaching responsibility would rest with the staff and associate teachers, no teacher would be entirely cut off from teaching responsibility.

These examples of teaching responsibilities at each of the levels are illustrative. Any rigid interpretations could easily obviate the purpose of the differentiated staff concept by denying that differentiation is a dynamic principle. It should be applied over a period of time to specific functions and to individual teaching roles.

When the occasion and his particular skills demand it, a master teacher might spend some time on remedial work with a small group that normally would be handled by a staff or associate teacher. At the same time, an associate teacher with special knowledge or skill might be the principal lecturer in some inservice training program for senior staff members. Such exceptions could prove the validity of the differentiated staffing concept.

This proposal recognizes that much teaching is now being wasted running the ditto machine, monitoring the lunch room, taking roll, and doing other

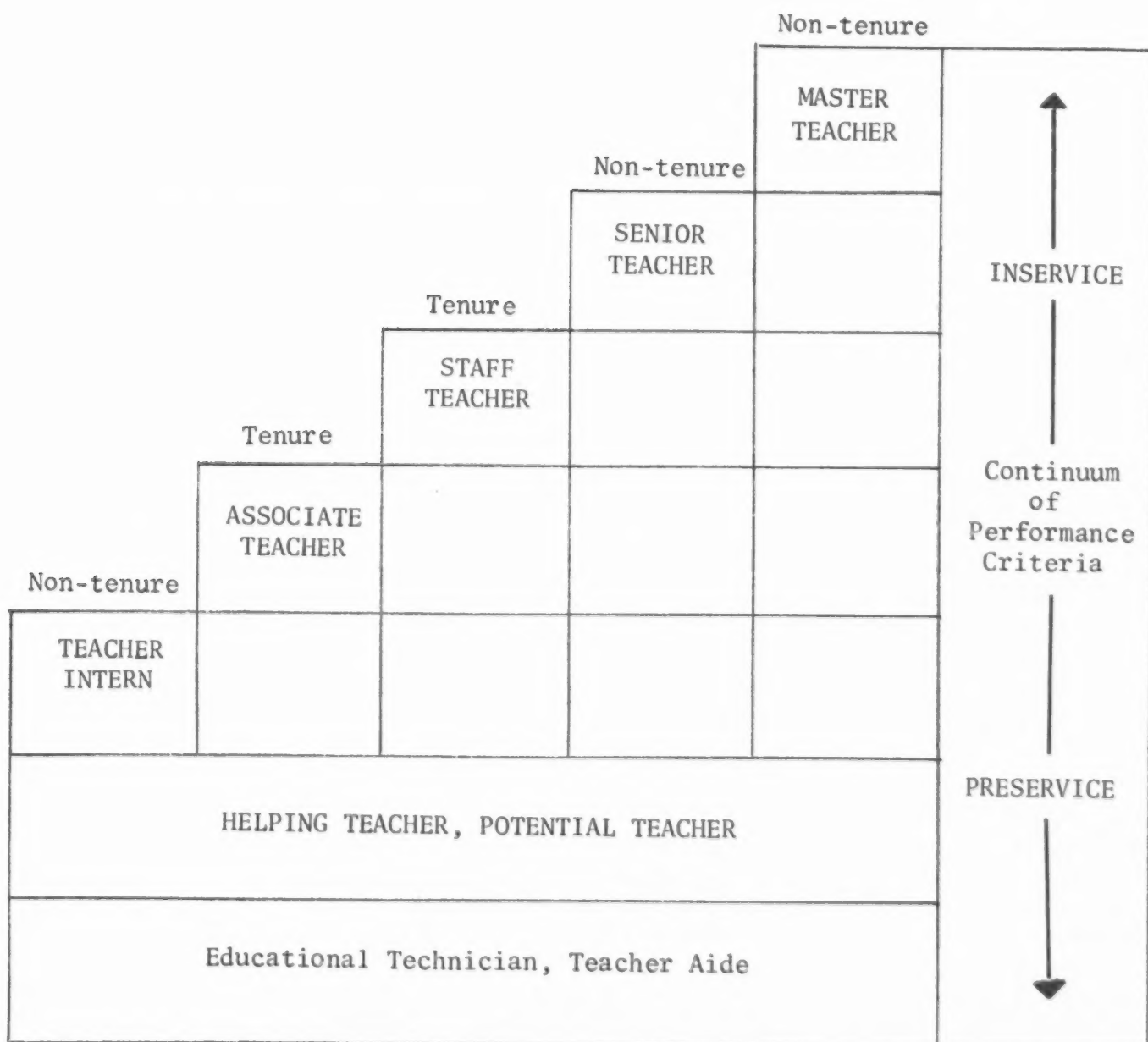


jobs for which professional ability and salary are not necessary. In addition, persons with technical skills common to industry but new to education are becoming increasingly essential to school teaching staffs. Both economy and necessity require that the differentiated school staff include an expanded non-teaching category of classified personnel to handle clerical functions.

Although the differentiated staff structure might be arranged in different ways, one basic condition is essential. Substantial direct teaching responsibility should be a part of the job description for all teachers at every salary level, including those in the top brackets.

The following chart illustrates the various differentiated levels and how a teaching career pattern emerges on the basis of levels of increased responsibility.

FIGURE I  
DIFFERENTIATED LEVELS OF RESPONSIBILITY  
ELEMENTARY TEACHING CAREER



Potential Teacher. Initial interest in teaching frequently develops during either elementary or secondary school. Programs such as high school cadet teaching would be developed at a number of age levels to give boys and girls some beginning experiences in teaching (under certain conditions students have been better teachers than teachers). Of all the activities of society, education has the best, built-in, captive pool of talent--a natural area for research, study, and action programs which could be developed through school-university cooperation.

Helping Teacher. Compact tours of duty at various representative grade levels would help interested persons determine their "starting" age group in teaching. In addition, assisted teaching experiences in summer schools and camps, in church schools, and in recreation programs could provide non-threatening first opportunities in adult-child teaching situations. Pertinent testing, observing, and interviewing should occur at this level so that a person can be encouraged to enter (or to avoid) teaching. This basic difference between this category and the other helping categories (educational technician and teacher aide) is the helping teacher's interest in a teaching career.

Teacher Intern. This would be a person's first full-time, paid position in teaching. This could be conceived of as taking place during a flexible period of time which might start during the junior or senior year and last for several months, a year, or even two years. Teaching would be done in controlled, observable situations. Junior membership on a teaching team would probably be a part of most internships of the future. Again, an individualized teacher counseling program would help the intern re-affirm or modify his original decision about teaching.

Associate Teacher. This level of responsibility would follow internship for most persons entering teaching, but not all. The associate teacher's major responsibilities would be in direct contact with students and with previously structured curricula. His strength would lie in his ability to effectively communicate with students, work with parents, and implement the school district's goals.

Staff Teacher. The staff teacher would be the master practitioner in his area. He would be the exemplary teacher, one who possesses a great deal of experience and training and who has remained vital and imaginative. He would be knowledgeable of the most recent developments in teaching and in his subject/skill area. The staff teacher would be responsible for the application of curricular innovations, subjecting them to the modifications which arise from day-to-day experience. Out of this work should emerge refined curriculum, sound in theory and practical in the light of classroom experience.

Senior Teacher. The senior teacher's primary responsibility would be curriculum development. Responding to the most promising trends in education, he would develop in detail new curricular material to be tested, refined, and eventually utilized on a widespread basis within the school district. The senior teacher should be able to design curriculum which incorporates sound research, understanding of the learning process, and utilization of instructional resources. He should have a scholarly depth that would enable him to

select from critically pertinent research those ideas, practices, and principles that would contribute to new methods and new programs. The senior teacher should be an outstanding teacher with a practical knowledge sufficient to enable him to guide the learning experiences of many students and teachers.

Master Teacher. This is the top level. He would have demonstrated his ability as a master teacher--perhaps as a teacher of many children and/or a teacher able to teach difficult concepts in attitude and interpersonal behavior areas. Master teachers along with senior teachers would function in leadership and policy roles for the school. The major responsibility of the master teacher would be to keep pace with the very latest trends and developments in his educational fields. He would read and investigate widely on many research fronts. In addition, he would keep abreast of current research techniques and function as the eyes, ears, and mind of the school district, bringing to the staff a constant flow of ideas from research centers, universities, and forward-looking school districts. From this mass of materials, the master teacher would need the critical facility to select those ideas and materials with the most validity and practical value. In addition to reducing the gap between the researcher and field practitioner, the master teacher would be responsible for initiating research programs of a purely district interest.

Although the following helping roles normally should not be considered as a part of a teacher's career line, it is entirely possible that one significant teacher recruitment emphasis should be the school's helping categories. Regardless of whether or not these persons are considered as part of the teacher career pattern, there is no reason why capable individuals should not carry out certain roles at the pre-bachelor degree stage or prior to receiving teacher credentials. The following list of helping positions is merely a beginning. When these helping roles are implemented, we will discover many subtle areas of effective role differentiation and specialization.

Teacher Aide. The teacher role would assist in collecting and distributing materials; grading certain kinds of student papers; and organizing, storing, and retrieving information about students, materials, and human resources. In addition, the teacher aide could type, take dictation, transcribe, duplicate and collate materials, and collect and display instructional materials. The teacher aide could also supervise most noninstructional student time as well as selected areas of students' instructional supervision (for example, monitoring programmed learning). The teacher aide could be responsible for additional noninstructional tasks such as maintaining inventories, ordering supplies, taking attendance, providing first-aid services, and keeping routine records.

Educational Technician. The educational technician would be responsible for the effective utilization of all types of educational media. He could set up and operate all audiovisual equipment within the school or plan and implement effective training programs for student equipment operators. He could facilitate and develop the effective use of available media.

#### Areas of Specialization

The vertical dimension of the teacher's career pattern consists of levels of responsibility. The horizontal dimension would include areas of specialization within each level of responsibility. Each specialization would be



defined in performance terms. Thus, the tasks required within the area of mathematics at the master teacher level would be a great deal more sophisticated than those tasks at the staff teacher level. Before demonstrating his competency, the master teacher would have demonstrated his mathematics competency at every lower level within the differentiated staffing hierarchy. The performance criteria for each level would be constructed on a base consisting of all previous levels.

Since there are many possible differentiated staff models, trainees in preservice teacher education programs should not be trained for specific roles. Rather, the program should delineate various tasks to be performed and offer appropriate training routes. Thus, the program would produce science specialists, evaluation specialists, generalists in small group dynamics, and so forth. No attempt should be made to classify these specialists and generalists as master, senior, staff, or associate teachers. Instead, determining these roles should be left up to individual schools. Such decisions should be based on the performance levels achieved.

Even though all teachers would have to perform at a required minimum level, a teacher could be promoted to a higher level of responsibility on the basis of his performance in a speciality area without significantly altering his competency in other specialty areas. On the other hand, a teacher would not be restricted to specialization in just one area. He could receive an appointment on the basis of demonstrated competency in several areas. The important point is that the individual teacher can be appointed to a higher level by specializing in only one area. The remainder of that teacher's competency profile is irrelevant to the differentiated staffing appointment within the area of specialization.

At the same time, the remainder of that competency profile would serve a very useful function. Competency profiles would be obtained for all staff members. If every teacher could learn his performance level within each area of specialization, he would also realize his strengths and weaknesses. Consequently, he would be able to select specific inservice activities if and when he feels the need to increase his competency in other areas. Thus, a current competency profile for every teacher would form the basis for a continuous and relevant inservice education program.

A very important side benefit of such competency profiles would be that an individual's area of specialization and his level of competency would be known by his colleagues. Thus, the individual teacher and all of his colleagues would know each other's levels of competency within each area of specialization. A master teacher in mathematics could defer to the competency of a senior teacher in the area of supervision, to a staff teacher in the area of science, and to an associate teacher in the area of media. It is quite possible to conceive of inservice education provided for a master teacher in mathematics by an associate teacher who is a specialist in the area of media.

#### Initial Placement and Parallel Advancement Strategies

The initial placement and parallel advancement system would be developed from all available sources of talent. These sources could include such diverse



talents as persons studying in fields other than education: homemaker who desire to work only a half day for just nine months a year; persons in other fields such as social work, recreation, law, and politics; and retired professional persons. Some of these personnel might prefer to remain only in a nonteaching role within education (educational technician or teacher aide), but there is no reason why anyone could not enter teaching.

The diagnostic placement and advancement plan would contain a four step continuous cycle consisting of (a) diagnosis, (b) prescription from alternate training strategies, (c) performance evaluation, and (d) placement. Everyone would enter into the cycle at the diagnosis step, where his strengths and deficiencies for a specific teaching role would be diagnosed on the basis of the performance criteria for that teaching role. Where specific deficiencies existed, a prescription would be made from among alternate training strategies in that area or skill. If the individual was then able to demonstrate his competency, he would become a candidate for a particular vacancy. If training strategies did not prove effective, the individual could recycle back through the diagnosis step and select an alternate training strategy for his particular deficiency.

With alternate training strategies for each performance criterion, it would be possible to take into consideration individual differences in learning styles and rates. Two individuals could reach the same teaching role by using entirely different combinations of training strategies.

#### Supporting Strategies and Systems

The teacher's traditional view of inservice courses is a series of "units" to be accumulated in order to move horizontally across the pay scale or into administration. This view would disappear if those inservice activities were directly related to the improvement of a particular teacher's classroom performance. The preservice-inservice continuum suggested herein would change the prevailing motivation for teacher involvement in inservice activities.

A second complaint has dealt with their inconvenient inservice activity timing and location. Much has been said about the rationale, structure, and kinds of experiences available under the proposed preservice-inservice continuum; very little about location or timing. Most inservice activities proposed in this model would take place in the school, possibly even within the same learning area used by the teacher and during the regular school day. Since many routine tasks would be performed by teacher aides, the teacher would have more time to concentrate on the improvement of classroom instruction. The most significant way of improving instruction would be for the teacher to pursue an individualized inservice education program as an integral part of his working day. The alternate training strategies available for teachers would be much the same as those available for students (ranging from videotape and Computer Assisted Instruction to reading books and engaging in small group discussion). The teacher as a learner could function within a school facility designed specifically for learning. There may be an occasional need to leave the individual school setting to engage in specific training opportunities; this would be done only when those training options could not be obtained locally (e.g., to observe a specific

learning situation in a different socioeconomic environment). When a teacher pursues a particular training strategy which takes him away from his school (and possibly takes place outside normal working hours for example, an evening concert in the nearby city), the decision should be made by the individual teacher only after considering all of the other options.

Many of the inadequacies of inservice instructors would be alleviated by creating alternate training strategies for each performance criterion. These alternatives would include using a variety of media techniques as well as other faculty members. Making training strategies optional and enabling individual teachers to choose specific training strategies would soon result in the elimination of any ineffective training strategies.

Although the overall design of the preservice-inservice continuum and its various components would be accomplished through the combined efforts of personnel from a university and a cluster of schools, individual training strategies could involve a number of diverse resources not currently involved in teacher training. Knowledge about audiovisual equipment might be best learned from the educational technician. Content knowledge about a specific aspect of the Civil War might be most effectively learned from a noneducator who is a Civil War buff. Knowledge about adolescent behavior might be best obtained by talking to and observing some adolescents. A large number of potential teacher-training strategies have been restricted by definitions of "teacher educator" to include only those persons who have themselves been teachers.

There may be a number of ways to institutionally combine the efforts and resources of a school of education and a cluster of schools in order to effectively carry out these proposed ideas. Most of them will have the severe disability of having to involve establishment-oriented personnel who will discover devious ways of circumventing the overall purposes of the proposal in order to protect their own interests. Therefore, it is imperative that the prime consideration in the selection of participating school districts and university personnel be their commitment to the goals of the project. Such places do exist. As an example, the Temple City Unified School District (California) has just begun to utilize a differentiated staffing pattern on a K-12 basis similar to the one described in this proposal. If the schools and university involved in the implementation of this model are chosen with care, the actual implementation difficulties will be significantly alleviated and the potentialities attained.

Part 2

THE DYNAMICS OF CHANGING CERTIFICATION TRADITIONS:  
PLANS OF SELECTED ORGANIZATIONS AND STATE AGENCIES

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American Association for the Advancement of Science

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## AAAS Plan

### WHERE AAAS IS NOW

Old guidelines were written in 1961. In April 1970 new guidelines for the preservice science education of future elementary teachers were released. A literature review concerning science and mathematics education for secondary teachers is completed and continually being updated. In addition two preliminary conferences were held in March 1970:

1. One hundred twenty-five participants met, including science and mathematics educators, scientists, mathematicians, high school teachers, engineers, and professional organizations representatives.
2. A summary of recommendations was circulated to 250 persons interested and/or involved with the preparation of secondary school teachers of mathematics and science.

Four working committees have been established: (a) philosophy of science and mathematics education, (b) breadth and depth of content preparation for science teachers, (c) breadth and depth of content preparation for mathematics teachers, and (d) strategies for (of) teaching science and mathematics at the secondary level. Preparation in "c" and "d" will be in science and mathematics.

### WHERE AAAS WANTS TO GO

The Association has two plans:

1. To prepare a set of performance-based guidelines for the education of secondary school teachers of science and mathematics; and
2. To develop a model for science and mathematics education which: (a) is flexible enough for changes in educational technology, (b) allows for changes in the training of teachers, and (c) is usable in all types of institutions preparing future science and mathematics teachers.

### HOW DOES AAAS PLAN TO GET THERE?

Participants at this Florida training session are members of the working committees, and a preliminary report will be widely circulated for reactions and criticisms.

### WHAT FORCES ARE HELPING?

AAAS has three helping forces: Interest is increasing in unified science at the secondary level; performance-based, individualized science and mathematics programs are having an impact; and the situation is ripe for a change.

### WHAT FORCES ARE HINDERING?

The following forces are viewed as hindrances:

1. Vested interests of discipline-oriented personnel at all levels of the education establishment are hindering progress;

2. Continuing certification and re-certification create problems;
3. Quasi-threat of merit pay associated with performance-based teaching creates some barriers; and
4. General public relations associated with any major change are a barrier to progress.

#### 1970-71 TIME LINE

AAAS has four deadlines:

1. September 15, 1970  
Receive report of working committees.
2. November 1, 1970  
Publish preliminary report.
3. December 10-30, 1970  
Hold review conference.
4. February 1, 1971  
Receive final report.

American Association of Colleges for Teacher Education

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## AACTE Plan

### WHERE AACTE IS NOW

The American Association of Colleges for Teacher Education has recently completed an intensive three-year study to develop new national standards for the accreditation of basic and advanced teacher education programs. The study involved the continuing participation of many individuals and groups representing colleges and universities, professional associations and learned societies, state departments of education, classroom teachers, and students. For accreditation purposes, these standards will be applied by the National Council for Accreditation of Teacher Education (NCATE). The standards will also be used by AACTE as a basis for promoting the improvement of teacher education in its member institutions generally.

### WHERE AACTE WANTS TO GO

AACTE Committee on Standards is charged with the responsibility to promote research on the new standards, to assist colleges and universities in improving their teacher education programs--especially in those areas where there are new emphases in the new standards, and to maintain close contact with NCATE during its early experience in using the new standards. The major new thrust of these new standards is that institutions are expected to evaluate their graduates. Such evaluations are to be made on the basis of objectives which institutions have developed for each of the preparation programs they offer. According to the standards, institutions are encouraged to establish objectives that are performance based. AACTE, therefore, through its Committee on Standards, is committed to the task of assisting institutions to improve their teacher education programs by establishing performance-based objectives and by evaluating their graduates in terms of those objectives.

### HOW DOES AACTE PLAN TO GET THERE?

The American Association of Colleges for Teacher Education, the Associated Organizations for Teacher Education, and the National Council for Accreditation of Teacher Education have individual plans.

#### American Association of Colleges for Teacher Education

Some activities that might be included in a national effort by AACTE in the area of performance evaluation would be to:

1. Identify and study existing efforts and/or centers nationwide which are concentrating on performance-based teacher education.
2. Establish and conduct a clearinghouse and dissemination point for all information regarding performance-based teacher education.
3. Set up communication between identified centers.
4. Study implications for preparation of college teachers of teachers, both in professional education and liberal arts areas.
5. Study process of forming performance-based models as well as the models themselves.



6. Study relationships involved in the centers--state, professional organizations, community, etc.
7. Encourage additional centers to form where needed trial is evident.
8. Conduct an annual conference on performance and teacher education.
9. Identify and train consultants to assist institutions in the area of performance-based teacher education.
10. Cooperate in identifying, coordinating, and disseminating resources developed by professional organizations concerned with improvement and accreditation of teacher education.

#### Associated Organizations for Teacher Education

AOTE identifies problems, seeks avenues of solution, and initiates--where needed--action that will lead to solution. Action taken by AOTE is intended to terminate when interested parties to the problem are able to take up the initiative and pursue solutions by themselves. AOTE then remains a link to other potential interested parties.

AOTE has a direct link with concerned organizations which provides them with some unique opportunities relative to the assessment of teacher competencies and performance. Through this channel a number of actions seem appropriate.

Some of the organizations have already confronted the problem of assessing teacher competencies in their special areas of concern, e.g., language arts, special education, social studies, and student teaching. AOTE should seriously consider pilot projects dealing with problems surrounding product assessment, particularly associated with vested interest groups in teacher education, e.g., conflicting goals or behavioral objectives between organizations.

#### National Council for the Accreditation of Teacher Education

NCATE limits itself to teacher behavior rather than pupil outcome. Problems of accreditation and certification being considered in terms of changing patterns in curriculum, faculty, methods and materials, and performance criteria indicate:

1. The need for continuing dialogue on flexibility in the present standards for accreditation to encourage institutions which are developing teacher-performance based programs.
2. The need for continuing dialogue on feasibility of adopting elements in general education or the teaching specialty, including the unit of credit and course grades, to accommodate professional education models. This concern involves contact with the regional accrediting associations.
3. The need for continuing dialogue on implementation of the practice of reciprocity among states under the approved program approach. This involves continued planning with state agencies for both approval of preservice programs and assessment of teacher competencies as a basis for certification. The document known as USOE Circular 351 contains minimum requirement guidelines for specific secondary teaching curricula. This accomplishes an end which the Council cannot do under the comprehensive secondary category. The plan is to determine a means of assessing quality by institutions which opt for the use of teacher-based criteria in the preparation of teachers.
4. The need for continuing dialogue on assessment of the product in terms of performance-based criteria and other feedback data at the point of graduation

and inservice. Evaluation is to be used for program change and long-term planning. The plan is to elicit from member institutions a sample of evaluation devices or plans and make these available from the NCATE office.

#### WHAT FORCES ARE HELPING?

The following forces are helping:

1. Training sessions such as this one;
2. State efforts;
3. U.S. Office of Education model program development and related dissemination efforts; and
4. Commitment and cooperation of AACTE Committee on Standards, NCATE Committee on Process, and AOTE Task Force on Standards.

#### WHAT FORCES ARE HINDERING?

The following forces seem to be problems:

1. Logistics, for example, the magnitude of efforts to implement program evaluation and accreditation;
2. Lack of understanding of need for standards and the way they are to be interpreted;
3. Basic ignorance of assessment of product; and
4. Need to redefine legal responsibilities.

#### 1970-71 TIME LINE

The following time line has been established:

1. June 1970  
Hold meeting of AACTE Committee on Standards to set priorities and plan the implementation.
2. Mid-July 1970  
Hold meeting of a task force set up by AOTE to determine concrete recommendations for AOTE sponsorship and action. These recommendations are to deal with AOTE's role in fostering product assessment among the higher education institutions dealing with NCATE. Particularly, they will concern themselves with those problems and contributions where interested teacher education organizations can be involved. Those recommendations will in turn be presented to the Advisory Board of AOTE in Washington, D.C., in mid-October and acted upon by the group.
3. Summer 1970  
Hold meeting of NCATE Committee on Standards and Process.
4. Fall 1970, Spring 1971  
Hold NCATE Committee on Liaison with Professional Organizations meetings. [NCATE will also have a meeting with federation of regional associations for accreditation.]
5. January 1971  
Hold annual policy-making meeting of NCATE.

American Federation of Teachers

*Team Members:*

Dr. Robert D. Bhaerman, Washington, D.C., Team Chairman

Mr. Patrick Daly, Detroit, Michigan

Mr. Henry Linne, Detroit, Michigan

Miss Ethel May Shull, Kansas City, Missouri

## AFT Plan

### WHERE AFT IS NOW

At this point, we are not certain of the extent to which performance criteria should fit into teacher certification. We feel, essentially, that first we must distinguish between initial certification and advanced certification. Performance criteria could possibly be worked into the former, but after several days of meetings, now we are uncertain how this would be done, if it even should be done. We feel that performance criteria should not be related to advanced certification (i.e., ladders or levels), but that the problem of overcoming obsolescence should be handled elsewhere; namely through significant inservice growth programs, provided for contractually. While we are generally supportive of using behavioral objectives in the evaluation of teachers (both "input" and "output" factors), we do not conceive it happening in any punitive fashion. Our plan is to direct it to the most positive and constructive ends, namely, individualized, personalized inservice growth programs and proper assignment and development of staff. In short, we are supportive of the movement to differentiate roles and responsibilities, but we cannot accept the idea of the concept of verticalism, i.e., that differentiated roles must go hand in hand with the creation of a vertical hierarchy of authority, salary, and status. Verticalism is not a part of our plan--growth of teachers is.

We have received a U.S. Office of Education planning grant to implement the concept illustrated as follows:

#### Analysis and Assessment of Skills

This deals with the evaluation of teacher behaviors, and, to the extent it is feasible, pupil outcomes. It should be positive, not negative; constructive not destructive. It should include the utilization of peers, supervisors, students, college personnel, self (e.g., guided self analysis). The emphasis in our evaluation plan (the AFT--Rutgers Plan) will constantly be upon product quality control, measuring the success or failure of the teaching effort in the context of the total education experience of the learner, and the environmental context to the community. Special attention shall be given to the fact that the individual teacher does not work in an educational nor a social vacuum, and to the fact that success or failure must be constantly measured within the context of the many other interrelated influences which determine "success" or "failure."

#### Continuous Progress

This phase of the AFT plan is related to meaningful inservice growth programs, individualized, personalized programs to develop teacher talent, not grade it. This phase offers opportunities for both the inexperienced teachers, the professional and paraprofessional, the specialist and the generalist. The starting point and needs of each would be respected. Opportunities to help teachers proceed toward carefully selected, highly important goals, such as learning to teach inductively or learning group process skills useful in working cooperatively with children would be provided. This phase would also offer opportunities for teachers to become aware of development in fields other than their own.



### Assignment, Deployment

This deals with differentiated roles and responsibilities and is based upon the fact that people change; hence, patterns of organization should be as flexible as possible.

At the time of this writing several planning sessions have taken place, and others will take place during the coming summer.

#### WHERE AFT WANTS TO GO

AFT wants to implement the concept through collective bargaining.

#### HOW DOES AFT PLAN TO GET THERE?

We hope that following the plan established in "The Union--The School--The University: A Cooperative Venture in Continuing Teacher Education" will achieve these goals.

#### WHAT FORCES ARE HELPING?

Funding by USOE (\$15,000), an initial support by the five local unions and five school districts in New Jersey, and Rutgers University are each helping.

#### WHAT FORCES ARE HINDERING?

Two forces are seen as needing to be overcome:

1. Lack of continuing effective cooperation between the participants, that is, willingness to adapt programs to meet the needs of teachers; of school administrations involved; and of the university (to adapt their programs as needed); and
2. Lack of acceptance by the districts that the concept of continuing teacher education and inservice programs should be part of the total school program, that is, conducted on school time and supported through the school budget.

#### 1970-71 TIME LINE

AFT has decided upon three sets of dates:

1. June 17-18, 1970  
Hold final training session.
2. November 6-8, 1970  
Hold initial training session.
3. Five monthly meetings of the districts involved.

American Vocational Association

*Team Members:*

Dr. George L. Brandon, Washington, D.C., Team Chairman  
Dr. Joseph R. Barkley, Tallahassee, Florida  
Mr. Henry F. Davis, Columbus, Ohio  
Dr. Floyd M. Grainge, Long Beach, California  
Mr. Robert Zenor, Clearwater, Florida

## AVA Plan\*

### WHERE AVA IS NOW

The AVA focus for teacher education is in its department of teacher education, specifically in the department's planning committee which is represented at this training session. All areas of vocational specialization are represented on this planning committee. In essence, the planning committee is little more than a paper committee with no full-time human resources.

### WHERE AVA WANTS TO GO

The objective of the AVA team is to disseminate the information, techniques, concerns, problems, etc., as they are manifested in this training session to our professionals in teacher education.

### HOW DOES AVA PLAN TO GET THERE?

We plan to work toward this goal through communication channels which are available in publications, association newsletters, policy and planning meetings, annual conventions, and teacher education projects which are being currently designed for September and December of this year. The attention of the organization's board of directors will be invited to the problem and need of resources to implement sustained action for the improvement of teacher education and certification.

### WHAT FORCES ARE HELPING?

The following forces may be turned in helpful directions:

1. The current and historical federal, state, and local funding and provision for vocational and technical education;
2. The implications of impending federal legislation for manpower development, comprehensive community colleges, and possibly higher education; and
3. The awareness and concern of the professional organization and its membership for the improvement of vocational teacher education and its appraisal.

### WHAT FORCES ARE HINDERING?

Contentment and complacency pose the chief obstacles. Obviously, generous provisions of time, resources, and funds must be found. Research and research utilization are needed for discovery and practical solutions. Stronger working relationships among state agencies, colleges and universities, local education agencies, and community resources are greatly needed.

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\*The suggestion for the team plan of a professional organization in this training session has severe constraints. Consequently this team plan will follow the suggested outline, but it will be adjusted to reflect those implications which are meaningful and viable to the purposes of our professional organization; its membership; and its federation of state, vocational, and practical arts education associations.

#### 1970-71 TIME LINE

The team time line respects no schedule of implementation.

#### CONCLUSION

It should be made clear that the participation of this team was made on the basis of the interests of vocational personnel who are members of AVA and that ultimate involvement in teacher education through the professional organization is quite different than participation through administrative structures on the local, state, and federal levels.



Association of Classroom Teachers of the National Education Association

*Team Members:*

Mrs. Birnadine Mack, Boulder, Colorado, Team Chairman

Mr. Gilbert Carbajal, Ft. Collins, Colorado

Mrs. Anne Miller, Westminster, Maryland

Mrs. Ruth Miller, Blairsville, Pennsylvania

Mr. Raymond Safronoff, Hazel Park, Michigan

Mrs. Nancy Scott, Middlesboro, Kentucky

## ACT Plan

### WHERE ACT IS NOW

In July 1969, the Executive Committee of the Association of Classroom Teachers of the National Education Association decided that the time had come for classroom teachers to take the initiative in developing action to improve the quality of teacher preparation. Recognizing that the problem is much too large and complex to tackle on a broad basis with any hope of success, the executive committee chose as its starting point that phase of teacher education which most directly affects classroom teachers and on which classroom teachers can have the greatest immediate impact--the function of the classroom teacher in the student teaching program.

### WHERE ACT WANTS TO GO

We classroom teachers must have involvement at the decision-making level in all phases of teacher education.

### HOW DOES ACT PLAN TO GET THERE?

The ACT-NEA executive committee will be involved by reporting to them our input from this training session and by recommending that it involve the ACT-NEA advisory council so that there can be carry over to association state programs.

### WHAT FORCES ARE HELPING?

Helping forces include:

1. The visibility that teachers have gained from aggressive behavior;
2. Recognition that education is a team effort;
3. Pressure from the problems; and
4. Innovative practices currently in vogue.

### WHAT FORCES ARE HINDERING?

The following have been identified as hindrances:

1. Lack of resources for implementing programs;
2. Lack of communications; and
3. Lack of inclusion of classroom teachers in planning stages of innovative teacher education programs.

### 1970-71 TIME LINE

1. June 27-29, 1970  
Hold meeting of ACT Executive Board (Subsequent action will be based on executive committee decision).

The Association of Teacher Educators  
(Formerly Association for Student Teaching)

*Team Members:*

Dr. Richard E. Collier, Washington, D.C., Team Chairman  
Dr. John Mulhern, Buffalo, New York  
Dr. Curtis Nash, Mt. Pleasant, Michigan  
Dr. Hans Olsen, St. Louis, Missouri  
Dr. Mary Ellen Perkins, Atlanta, Georgia  
Dr. Helen Richards, Grambling, Louisiana

## ATE Plan

### WHO ATE IS

The Association of Teacher Educators, formerly the Association for Student Teaching, is an organization for individuals who have a part or an interest in the professional, sociological, psychological, and personal growth and development of those who will be or are teachers, including those who represent public and private schools, colleges, and universities; professional associations and learned societies; and government agencies.

### WHERE ATE IS NOW

The ATE is an individual membership organization concerned with achieving involvement with professional colleagues who are dedicated to the concept of education for all children and youth and believe that the quality of that education depends in part upon the effectiveness of those who teach.

Recently ATE developed and produced *A Guide to Professional Excellence in Clinical Experiences in Teacher Education*, 1970. The position paper includes a discussion related to the development for all becoming a teacher through assuming differentiated roles and achieving successful performance at each level.

### WHERE ATE WANTS TO GO

The ATE is further dedicated to the upgrading of teacher performance and believes that the quality of teacher education can be improved through the cooperative efforts of interested individuals. This may be best accomplished by:

1. Providing opportunities for the individual professional growth of all persons who are concerned with teacher education; and
2. Promoting quality programs of teacher education.

### HOW DOES ATE PLAN TO GET THERE?

The Association seeks to accomplish these purposes through:

1. Association sponsored conferences, workshops, clinics;
2. Leadership training;
3. Development of ethical standards;
4. Appointment of special committees and commissions to explore current issues;
5. Dissemination of research findings, information, and ideas through various communications media;
6. Program development and research;
7. Involvement in the development of state and national legislation, rules, and regulations;
8. Cooperation with related organizations, institutions, and agencies;
9. Coordination of interorganizational activities; and
10. Professional publications--newsletters, position papers, guidelines, bulletins, bibliographies, research reports.



Specifically scheduled are:

1. The 1970 ATE Summer Workshop on "The Emerging Role Differentiation in Teacher Education" will be held at La Grande, Oregon.
2. General session during Annual ATE Conference in Chicago, February 24-27, 1971 will be on "Accountability and Teacher Education." This will consist of a panel of nationally known qualified participants on this topic.
3. The 1971 ATE Summer Workshop, August 15-20 at Moorhead, Minnesota, on "Research and Development in Teaching" will also deal with this topic.
4. The 1972 ATE Summer Workshop, August 14-18, at Fredonia, New York, will have as its theme, "Performance Assessment in Teaching." This meeting will deal with this topic exclusively.
5. The ATE Annual Conference for 1973 has a working theme, "Individualized Competency Based Performance Curricula in Teacher Education."

#### WHAT FORCES ARE HELPING?

The following factors are helping:

1. Timeliness and much interest in this task area; and
2. Much support both within and outside our organizations.

#### WHAT FORCES ARE HINDERING?

The forces which should be overcome are:

1. The apparent resistance from some individuals to move into this area; and
2. The obstacle of obtaining and allocating sufficient funds both from within and outside our organization to do an effective job in this task area.

#### 1970-71 TIME LINE

The time line has been spelled out under section 4 above, but the leadership of ATE will be looking at and planning various activities directly related to this task area.

National Commission on Teacher Education and Professional Standards, NEA

*Team Members:*

Dr. Bernard McKenna, Washington, D.C., Team Chairman

Dr. Roy Edelfelt, Washington, D.C.

Mrs. Joan Jacobson, Milwaukee, Wisconsin

Mrs. Margaret Knispel, Washington, D.C.

Mrs. Elizabeth McGonigle, Cape May, New Jersey

## National Commission on Teacher Education and Professional Standards, NEA, Plan\*

### POSITION

The TEPS group takes the position that more than either teacher behavior or product of teaching should provide the basis for any plan for performance criteria--teacher behavior and student behavior--and teacher-student interaction are interrelated and essential dimensions of performance. It is impossible to separate these three dimensions in practice--teacher or student behavior does not exist in isolation. In addition social-psychological climate is an important influence on and determinant of what teacher or student behavior can be.

### RATIONALE

Rather than starting with performance criteria of teacher or student it might be better to begin with a context of learning and teaching--indeed of school. This recognizes that school is a place where students and teachers live--a place where life has its own intrinsic value--a place where learning and teaching happens. But school is not a place where we can evaluate teaching or learning without first deciding on the purposes of school--academic, social and aesthetic--a place where it is necessary to decide on the relative importance of the quality of the on-going living and learning as opposed to the residual outcomes of school experience. For example, a teacher may help a student to learn how to read, but in the process of learning to read, the student may develop a distaste for reading. This produces a reader who reads seldom or never.

After there is some agreement on paragraph two, there may be real value in isolating (as far as possible) teacher or student behavior--but always in terms of the influence of one or the other.

Performance, then, is in part a result of ability and skill of the teacher or student. But it is also a result of social-psychological climate, materials and media, motivation, reward system, and other factors.

To focus solely on teacher behavior or product in student learning is invalid and misleading--and for public and professional alike judges one factor in a field of several factors--assuming that either is a dominant determinant of what teaching or learning is.

### ADDENDUM

The rationale of this group is based partially on a minority-report type position on the basic premises of performance criteria.

This minority position makes the following assumptions:

1. Total performance evaluation prior to full service in the schools is inappropriate and virtually impossible.

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\*This report of the National Commission on Teacher Education and Professional Standards is a revision of the one developed by the NCTEPS team at the Miami Beach Conference.

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2. Rather, preservice prior to full-time involvement in the schools might better be an approach based on such activities as tutoring and micro-teaching.
  3. There should be different models for performance for different kinds of teacher position descriptions, and different composites of performance should be used as criteria of the validity of the different performance models.
  4. The academic and social-aesthetic purposes of the school should be separated.



## State of California

### *Team Members:*

Dr. Blair Hurd, Sacramento, California, Team Chairman  
Mr. Russell Armstead, San Diego, California  
Dr. Dorothy Blackmore, Sacramento, California  
Dr. Richard McNair, Sacramento, California  
Dr. John Nelson, Santa Barbara, California  
Mr. Gerald Pangburn, Sacramento, California  
Mr. Clyde Parrish, Palo Alto, California  
Dr. J. Alden Vanderpool, Burlingame, California

## California Plan

### WHERE CALIFORNIA IS NOW

The status of California can be summed up as follows:

1. Laws and regulations facilitate development of any reasonable, logical and defensible teacher education program or process. The approved program approach is completely flexible and open.
2. Teacher education institutions are reluctant to move despite verbalizations to the contrary.
3. Tentative criteria for approval have been adopted by the state board of education, encouraging teacher education institutions to develop programs which include evaluation of competency through performance-based criteria and/or other procedures.

### WHERE CALIFORNIA WANTS TO GO

California wants to improve teacher education programs to meet the needs of children and of society, now and tomorrow, by stimulating improvement through participatory decision making on the part of teacher education institutions to bring about their decisions in partnerships with public school personnel, school boards, and others concerned with appropriate participants and thus create a partnership in teacher education so accountable that legislative confidence will be forthcoming.

### HOW DOES CALIFORNIA PLAN TO GET THERE?

Three steps should be taken:

1. Cooperative decision-making and planning among all the concerned groups;
2. Formation of a small steering committee to provide the overall leadership and direction for implementing these purposes; and
3. Representation from all interested groups including: (a) state department of education, (b) professional associations, (c) teacher education institutions, (d) students, (e) school boards and the lay public, (f) school district, and (g) legislature on an action committee to accomplish these goals beginning in the year 1970-71.

### WHAT FORCES ARE HELPING?

The following forces are helping:

1. The time;
2. The climate;
3. The clear and apparent need for all institutions to change;
4. The compelling demand for accountability; and
5. Input in the form of research and planning which will be available or under development in the months ahead.

### WHAT FORCES ARE HINDERING?

The following forces must be overcome:

1. Mutual distrust or lack of confidence among the groups, organizations, and agencies who will be involved in change;
2. A legislative inclination to influence matters of teacher education and certification at a level much below the policy making level;
3. The inertia, apathy, and vested interests in the entire teacher education establishment; and
4. Counter-forces in the legislature, state board of education, state department of education, professional associations, counties, school districts, teacher education institutions, local school boards, teachers, and students.

#### 1970-71 TIME LINE

The time table established is as follows:

1. July 1, 1970  
Constitute a state-wide representative action committee with the California team as an executive committee of this group; begin to gather, secure, and reproduce pertinent materials to furnish in response to inquiries.
2. October 1, 1970  
Develop and build-in research and evaluation components; identify sources of and secure funding to support activities of action committee, material gathering, duplication and mailing, conference planning, etc.
3. December 1, 1970-June 1971  
Set-up regional meetings to move toward understanding and action, for purposes of "consensus securing."
4. July 1, 1971  
Identify several potential "partnerships" which may become pilot programs in performance-based teacher education.

State of Florida

*Team Members:*

Mr. Albert Adams, Tallahassee, Florida, Team Chairman  
Dr. James Coffee, Jacksonville, Florida  
Mrs. Frances Lunsford, Gainesville, Florida  
Dr. Paul Mohr, Tallahassee, Florida  
Dr. Sam A. Moorner, Tallahassee, Florida  
Miss Elizabeth Nesbit, Orlando, Florida  
Mrs. Jacqueline Pearson, Sanford, Florida  
Dr. Ione Perry, Tallahassee, Florida  
Mr. John Sojat, Tallahassee, Florida  
Dr. Bert L. Sharpe, Gainesville, Florida  
Mr. John S. Staples, Tallahassee, Florida



## Florida Plan

### WHERE FLORIDA IS NOW

The Florida Department of Education has officially gone on record as being committed to the statewide implementation of performance-based teacher certification.

#### Legal Framework

The legal strategy or framework by which performance-based certification is being encouraged is provided by an approval program approach. Institutions in the state are permitted to design for approval models of teacher education programs that are performance-based.

Local school districts are encouraged to submit for approval inservice education programs that are performance-based. Of 48 school districts that have approved inservice programs, all have some components that are performance-based. Twelve other districts are developing programs with an accent on performance.

#### Competencies

Florida has shown competencies through the creation or development of:

1. Guidelines for teacher preparation in some areas (eight) prepared by eight task forces through the Teacher Education Advisory Council, a group approved by the Florida legislature as a council to the department of education;
2. Guidelines in six additional areas prepared by staff members of the Division of Vocational Education;
3. A special Teacher Education Advisory Council task force whose objective is the encouragement of universities to develop performance-based programs; and
4. A request for proposals for developing instruments and procedures for measuring competencies of middle school teachers issued by the department of education.

In addition instruments and procedures for evaluating teacher performance have been adopted by each school district. Many are currently being revised.

#### Training Materials and Programs

One hundred individualized training modules have been developed and fifty of these have been revised. In addition leadership training programs are being conducted for area resource persons to supervise new materials.

### WHERE FLORIDA WANTS TO GO

Florida has several aims. It wants to go:

1. To a system of certification based entirely on performance, initial certification, extension of certificates, renewal and addition of subjects;

2. To a system of education in which the variety of roles are identified and defined, and teachers work only in those areas of demonstrated competence (differentiated staffing);
3. To a system in which certification is differentiated in order to certify for a variety of competencies and groups of related competencies;
4. To a system in which certification is granted on successful completion of a performance-based program of preservice and/or inservice education;
5. To a system in which required performances are demonstrated to be those which do, in fact, facilitate and enhance learning; and
6. To a system in which a wide variety of learning activities are acceptable in improving competency (college courses, seminars, workshops, individual study, credit and non-credit training programs, etc.).

#### HOW DOES FLORIDA PLAN TO GET THERE?

The state has several means of moving toward performance-based criteria. There are two basic assumptions:

1. Teaching and teaching education can and should be improved.
2. Performance-based criteria which state specific knowledge, understanding, and skills represent a defensible, positive approach which can bring about this improvement.

The plan for achievement of the objective is to establish a steering committee (example: which may become a task force of Teacher Education Advisory Council) composed of representatives from:

1. Classroom teachers and other practitioners;
2. Teacher Education Advisory Council and department of education;
3. Professional organizations;
4. Higher education institutions;
5. Administrative personnel of local areas: (a) principals, (b) supervisors, (c) curriculum specialists, and (d) superintendents;
6. P.T.A.; and
7. Student groups.

The functions of the steering committee are: (a) to develop a detailed plan for achievement of stated objectives, and (b) to develop a communication center in order to keep all involved parties informed. Also planned is to select and train a field staff consisting of representatives of at least three agencies--the department of education, professional organizations, and teacher education. Representatives will be selected with geographic consideration.

The purposes of the steering committee are:

1. To carry out plans in local areas by means of workshops and other appropriate activities in cooperation with the local school system;
2. To maintain liaison with teacher education personnel by working with the Teacher Education Advisory Council task force for performance-based program approval for colleges and teacher education; and
3. To maintain liaison with other appropriate agencies.

Training materials designed to move teachers toward competencies and performance-based certification will be developed:

1. The task force will begin the development of minimum performance levels for competencies common to all teachers.
2. Local teachers and other appropriate personnel will develop performance objectives for the various subject areas and grade levels.
3. Provision will be made for feedback of information to a central location from which it can be disseminated after study, comparison, and evaluation.

Florida has the following plans to:

1. Define and delineate "performance."
2. Solicit ideas on performance-based certification from all classroom teachers, students, administrators, and others.
3. Involve groups that are going to be affected.
4. Restructure inservice and preservice training.
5. Develop training materials designed to move teachers toward competencies and train people/staff to use training materials. Change teachers' point of view.
6. Poll first and second year teachers to establish or formulate a list of deficiencies and weaknesses in their training.

#### WHAT FORCES ARE HELPING?

The following forces are helping:

1. A better informed and educated public which is demanding greater accountability in order to improve education;
2. A legal framework which permits movement toward preservice and inservice performance-based certification--the approved program approach;
3. Basic desire to professionalize the state of the art--as evidenced by various groups--NEA, TEPS, TEAC, and institutions, department of education, universities, local systems, and so forth;
4. Proposed accreditation standards based on behavioral objectives, department of education;
5. Focus on and experimental work related to differentiated staffings;
6. Efforts underway to identify competencies, develop training materials;
7. Special projects, i.e., the Florida State elementary education model;
8. Attention to and availability of federal, state, local funds earmarked for staff development;
9. Increased cooperation among universities, department of education, and local systems;
10. USOE interest and leadership;
11. Increased understanding, knowledge, and skill in research and evaluation; and
12. Availability of materials, teacher guides, etc. relative to behavioral objectives.

The following have already begun:

1. Standards of preparation have been and are continuing to be raised.
2. Some progress has been made for reciprocal agreements across state lines.

Factors or trends seem to be:

1. NCATE - one kind of mechanism;



2. National concern with assessment;
3. Trend toward alternate routes to certification;
4. Trend toward a more open pattern for experimentation;
5. Trend toward more flexibility and more involvement in certification;
6. The machinery for quality assurance (legislation);
7. The search to establish the mechanisms necessary for governing the profession; and
8. General support--bandwagon approach--competency-based certification as opposed to course-oriented certification.

#### WHAT FORCES ARE HINDERING?

Several forces need to be overcome:

1. An acceptable definition of performance must be developed.
2. The public must be educated so that it understands the purposes and goals of such a program so that it will adequately fund such a program.
3. Ways must be found to overcome apathy of public and profession to get them involved in the process.
4. Ways must be found to educate the educators so that they will not see this new approach as a threat.
5. A course of study should be set up that will eliminate the "unnecessary" and irrelevant courses at teacher training institutions.
6. Instruments that can adequately evaluate performance must be designed.
7. The stigma attached to behavioral objectives in Florida needs to be overcome.

#### 1970-71 TIME LINE

Much can be done to strengthen college-district partnerships in teacher training--inservice and preservice. This strengthened partnership can lead to another important element: the development of continuity and consistency between the preservice and inservice education of teachers.

A start can be made on the development of another needed aspect of certification--product assessment. We are not able to adequately determine the end result of our certification activities. What methods are producing the teachers who perform best?

A time line for 1970-71 will contain several priority items; we plan to:

1. Increase efforts, through the TEAC organization, to establish some common objectives for performance-based teacher programs.
2. Increase efforts to firmly establish local master plans for inservice training with performance-based certification.
3. Establish well-defined, operating partnerships among the districts and the teacher training institutions.
4. Devise a system for adequately measuring teacher competencies in relation to their training.
5. Develop during 1970-71 a long-range detailed plan to reach the stated goal of the team.

It is apparent that a variety of institutions and organizations in Florida are engaged in activities supportive of and leading to a workable



program of performance-based teacher training leading to certification. These include the Florida Education Association, department of education, the state university system, the local school districts, the private colleges and universities, and teaching professions. It is also apparent that the activities are not coordinated and are, some of the time, in conflict with each other. This thought leads to the idea that the first priority for 1970-71 should be a determined effort to encourage the pursuit of a diversity of ideas but with common goals and objectives. The Teacher Education Advisory Council certainly is the logical body to vigorously pursue this effort since its membership is composed of people representing all of the interested groups and institutions.

The present program of approved inservice master plans in the local school districts is reaching practically all of the districts. These plans contain many elements of performance-based activities and now can be used for the extension of certificates. This program will be emphasized and expanded in 1970-71.

State of Maryland

**Team Members:**

Dr. Kenneth A. Browne, Baltimore, Maryland, Team Chairman  
Dr. H. E. Behling, Baltimore, Maryland  
Dr. Marvin Farbstein, Baltimore, Maryland  
Dr. Wilbur S. Hoopengardner, Denton, Maryland  
Dr. Everett G. Pettigrew, Annapolis, Maryland  
Dr. Thomas E. Powers, Baltimore, Maryland

## Maryland Plan

### WHERE MARYLAND IS NOW

Maryland now certifies teachers by completion of:

1. Certification requirements applied to out-of-state teachers (2/3 of our teachers come from other states);
2. State-approved Maryland teacher education programs (just now starting state team visits);
3. Program at NCATE-approved institutions; and
4. Reciprocity with approved programs: (a) elementary education programs in the Northeast Reciprocity Compact (11 states), (b) Interstate Compact agreements (pending with 14 states), and (c) NASDTEC agreements pending with several states.

Certification is now based on completion of courses required by certification standards and by state-approved programs.

### WHERE MARYLAND WANTS TO GO

As Maryland's team, we believe the state should move to an increased emphasis on competency-based performance.

### HOW DOES MARYLAND PLAN TO GET THERE?

The major objective is to develop a program by which teams visiting campuses for evaluation and possible program approvals would give considerable weight to the extent performance objectives are used in designing teacher education experiences. The emphasis initially would be upon teacher performance, later on pupil outcomes.

The following procedures are planned:

1. Direct the attention of the Teacher Education Advisory Council of Maryland toward the development of performance-criteria in teacher education.
2. Assign one person in the state department of education to work with the advisory council and educational institutions in the development of performance criteria.
3. Recommend to the 24 directors of teacher education in the state the development of performance criteria based on guidelines the Criteria Committee designed for the Teacher Education Advisory Council.
4. Organize a follow-up program to obtain feedback from the school systems concerning the effectiveness of teacher education, with special emphasis on competency-based programs.
5. Provide workshop experiences for Maryland school and college personnel to develop performance criteria and teacher competencies.
6. Request an EPDA grant to sponsor these workshop experiences.
7. Examine by state teams the teacher education programs in terms of the development of competencies and performance.

#### WHAT FORCES ARE HELPING?

The State has been helped by:

1. The development of criteria for teacher education by the Teacher Education Advisory Council of Maryland;
2. The desire of colleges and public schools to change and improve their programs;
3. Public dissatisfaction with education and public and community concern about teacher competency;
4. Federal funding; and
5. Professional associations' desire for professional improvement.

#### WHAT FORCES ARE HINDERING?

Resistance to change, budget, need for personnel, and college committees are all forces which need to be overcome.

#### 1970-71 TIME LINE

1. September 1970  
Make a presentation to the Teacher Education Advisory Council.
2. Winter 1970  
Urge the first state conference for the identification of competencies needed by teachers.
3. Request an EPDA grant to implement a plan for 1971.



## State of Massachusetts

### *Team Members:*

Dr. John P. MacGrail, Boston, Massachusetts, Team Chairman  
Dr. William Fanslow, Amherst, Massachusetts  
Dr. George Merriam, Fitchburg, Massachusetts  
Dr. Mary Lou O'Connor, Framingham, Massachusetts  
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## Massachusetts Plan

### WHERE MASSACHUSETTS IS NOW

A study was made under the auspices of the Massachusetts Department of Education, by the Massachusetts Advisory Council on Education (M.A.C.E.), under the direction of Dr. Lindley Stiles, on certification and preparation of teachers in Massachusetts.

The report received nationwide publicity. A bill was filed in the General Court of Massachusetts by the Massachusetts Teachers Association to set up the state organizational structure and leadership with the responsibility of effecting changes in certification on the basis of the M.A.C.E. report and the positive inputs of the profession.

Due to misunderstandings and fears of suggestions or proposals included in the body of the M.A.C.E. report, but not in the bill, as well as opposition by vocal groups of teachers, the bill was defeated.

Through the effects of the department of education, the Massachusetts Educational Conference Board and other education-oriented associations, the subject of the bill was proposed for study by a special committee to be appointed by the governor. This committee, to be composed of legislators, educators, and laymen would be required to study and report to the legislature with specific recommendations.

The present status of the assignments to such a study committee looks promising but needs strong additional support.

### WHERE MASSACHUSETTS WANTS TO GO

First, it is necessary to identify and develop broad-based support to communicate to the General Court the positive feeling that exists with regard to their study commitment and resultant recommendations. Coordinated efforts are being planned to achieve this first step. If the study report is consistent with specific areas of the previous report, panels of teachers in the various academic and specialist areas and representatives of other concerned groups would be set up to study and come forth with recommendations for pre-service programs involving performance-based criteria for certification in their specific professional areas of responsibility.

The recommendations of the panels will be utilized as criteria to assist in the evaluation of existing teacher education programs for the purpose of designing preservice programs consistent with the goals of the panels, the educational philosophy of the teacher training institutions, the accrediting agencies, and the evolving certification requirements for entry into the profession.

### HOW DOES MASSACHUSETTS PLAN TO GET THERE?

A major educational effort must be made involving teachers, teacher educators, and professional education associations at all levels, as well as

state education agencies and others to organize an intense educational campaign to study positive ways of changing certification procedures and teacher education patterns.

Closer and more unified efforts toward the determination of common educational goals must be achieved. A decision-making process reflecting the broad spectrum of the educational community would assist in accomplishing this.

#### WHAT FORCES ARE HELPING?

An increasing recognition that, while the ultimate goals of education remain fairly constant, the means of achieving these goals must be constantly re-examined.

There is also an emerging movement to hold the educational community accountable for the education of our youth.

#### WHAT FORCES ARE HINDERING?

The following forces need to be overcome:

1. The lack of understanding that the only constant is change itself;
2. The security syndrome wherein the reluctance to effect change is predicated upon the lack of a guarantee of the results;
3. The unwillingness, based upon arbitrary political and administrative actions of the past, to risk possible failure in the effort to achieve positive educational goals; and
4. The natural suspicion that exists between the various segments of the educational community.

#### 1970-71 TIME LINE

The specific actions to be taken following the recommendations of the study committee must be adjusted in the light of the specifics of the report.

We will work with each of our organizations to prepare to function positively upon receiving the report of the Legislative Study Committee in the direction of the items enumerated in the preceding section entitled "Where Massachusetts Wants To Go."

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State of Michigan

*Team Members:*

Dr. Ed Pfau, Lansing, Michigan, Team Chairman  
Dr. Calvin Anderson, Lansing, Michigan  
Dr. Leland Dean, East Lansing, Michigan  
Mrs. Kathryn Jackson, Detroit, Michigan  
Dr. Melvin Leasure, Madison Heights, Michigan  
Dr. George Owen, Midland, Michigan  
Dr. Eugene Richardson, Lansing, Michigan



## Michigan Plan

### WHERE MICHIGAN IS NOW

The State of Michigan is currently a high volume new teacher producer with 28 approved teacher education institutions graduating approximately 13,000 new teachers annually from state board of education approved programs. The state usually ranks fifth as a producer of teachers in the United States, with six Michigan colleges usually included in the list of the top 16 institutional producers of new teachers. The public image of institutional programs in teacher education ranges from excellent to average to mediocre.

The Michigan Certification Code was adopted in 1967, and the sections authorizing a new certification pattern contain language which could be interpreted as providing for performance standards for initial and continuing certification. An exact interpretation of this language will need to be made. The Code specifically authorizes the approval of programs which include selection techniques by which only qualified students shall be sponsored for certification. It includes an authorization for an equivalency option which authorizes the sponsoring institution to award semester hours of credit based upon equivalence in meeting any of the required credits for certification and a specific authorization for experimental programs which deviate from the requirements of the Code.

The interest in change in certification requirements is evidenced by two bills introduced in the legislature authorizing a "teacher incentive pay demonstration program," a "teacher incentive benefit demonstration program," "merit pay" based upon differing functions performed by teachers, and "differential pay" based upon differing functions performed by teachers. Approximately the above tasks are also provided for in a separate departmental budget item requiring legislative approval.

The state board of education recently appointed an ad hoc commission on professional practices charged with a responsibility for recommending changes in existing legislation, tenure, and professional practices.

It could be concluded then that Michigan may be ripe for a change in the basis for certification of teachers.

### WHERE MICHIGAN WANTS TO GO

When the 1967 Code was adopted, it was recognized as a needed change from the 1939 version and that a later and more satisfactory substitute was required. With the adoption of the 1967 Code, various individuals have supported the need to explore the various alternatives available and have proposed that one of the alternatives should be a system of licensure based upon performance standards rather than the current approved program system. Patterns for differentiated staffing would also require consideration and a decision as to whether this is a Code consideration or an employing district assignment option. Performance standards and differentiated staffing require a consideration of factors related to the basis for initial and continuing certification, successful performance as specified in the current Code, and gaining tenure. This tends to interlock the public schools and colleges and universities and the state department of

education into a system of management responsibilities for various facets of this program.

#### HOW DOES MICHIGAN PLAN TO GET THERE?

The first step in this process is a general revision in the statutes authorizing the state board of education administration of teacher certification. The Ad Hoc Commission on Professional Practices has been specifically charged with this responsibility and presumably, at the conclusion of the summer or fall 1970, will have recommended appropriate statutory changes for state board consideration. The next step, of course, is legislative enactment, and any changes proposed by the state board could be introduced into the 1971 legislative session. Administrative rule changes will follow such legislative authorization.

An additional charge given the Ad Hoc Commission is to consider statutory implementation of a Professional Practices Act. The present Certification Code includes an equivalency option and a specific authorization for experimental programs at teacher education institutions. These two features of the existing Code provide a freedom to act in the development of programs based on teacher performance in advance of changes in the statutes.

The Advisory Committee on Teacher Education and Certification will be the logical group to consider certification patterns based upon teacher performance. Actions on a facet of teacher performance have already been undertaken by a subcommittee of that group concerned with student teaching. While their work is still in the early stages it is anticipated that the successful conclusion of these early stages will provide a basis on which performance-based certification requirements can be developed.

#### WHAT FORCES ARE HELPING?

The teacher shortage which has plagued Michigan for over a quarter of a century is apparently over, and the end has occurred because of the high Michigan production and import rate of teachers. It is anticipated that employers will be more selective in recruitment, selection, and retention of teachers. This will remove much of the pressure on colleges for volume production and will at the same time permit concentration on quality factors related to eligibility for the continuing certificate.

Parental concern is high in many districts over pupil achievement in the basic skills area and the dropout rate. The State Aid Act provides support for special programs for the disadvantaged, and there is a general concern for an overall improvement in the quality of programs for the education of young people. Unanswered at the present time is how this is to be achieved, what the various responsibilities are, and what kinds of skills and general support are required. This has prompted a general look at the total educational process. The state board and legislative actions, as well as the concerns of the professional education associations, are saying in essence "We aren't doing it now as well as we should, let's improve it."

#### WHAT FORCES ARE HINDERING?

Knowledge, time, energy, and manpower are the greatest limitations on activity focusing upon changes in the current situation. The state legal

base now provides that existing certificates will retain their original validity; hence, changes in preparation programs will affect new graduates only, and any major change will take a long time to diffuse throughout the state.

The present dialogue occurring in this and other states indicates a great diversity of knowledge and opinion about desirable alternatives. This will take time to overcome, time in which to reach as consensus.

Michigan has a Public Employees' Relations Act, as well as a Tenure Act, and this will also involve the local education associations and the state education associations in deliberations with the state board of education, the legislature, and colleges and universities.

#### 1970-71 TIME LINE

The following time line has been set up:

1. May 1970  
Appoint Ad Hoc Commission on Professional Practices.  
Hold training session on performance-based certification with team members drawn from the Ad Hoc Commission membership as well as the Advisory Committee on Teacher Education and Certification.
2. August 1970  
Receive report with recommended legislative changes from state board appointed Ad Hoc Commission on Professional Practices.
3. September 1970  
Begin dialogue of the Advisory Committee on Teacher Education and Certification, which includes representatives from the Ad Hoc Commission and the Florida team, on Michigan actions.
4. Winter 1971  
Have ready for legislative consideration Ad Hoc Commission developed legislation which presumably will include a general revision in the existing statutes concerning teachers, certification, and tenure, and hopefully some kind of a professional practices act.
5. Spring 1971  
Receive recommendations for next actions in this area by this time from the subcommittee of the Advisory Committee on Teacher Education and Certification.
6. 1975 (Estimated)  
Implement the changes in the basic pattern for certification presumably by this time.

## State of Minnesota

### *Team Members:*

Dr. Patricia J. Goralski, St. Paul, Minnesota, Team Chairman  
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Mr. Boyd Berg, Minneapolis, Minnesota  
Mr. Ronald Burland, St. Paul, Minnesota  
Dr. Dean A. Crawford, Duluth, Minnesota  
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Dr. Hope Lea, St. Paul, Minnesota  
Mr. Jim McDermott, St. Paul, Minnesota  
Dr. E. Raymond Peterson, St. Paul, Minnesota  
Dr. Ulric Scott, Winona, Minnesota  
Dr. Richard Wollin, Marshall, Minnesota



## Minnesota Plan\*

### WHERE MINNESOTA IS NOW

Minnesota has taken several steps:

1. The state board of education and the department of education have expressed an openness to investigate and to implement alternative programs leading to the certification of professional personnel. This is evidenced by state board approval of task force recommendations stated in terms of competency development, by department of education publications, and by approval of experimental programs.
2. A number of colleges in the state have initiated programs based on performance kinds of standards.
3. A variety of programs stressing individualizing of student learning experiences and the optimum utilization of staff have been developed in the past five years in Minnesota.
4. Numerous conferences that encourage individually guided instruction have been conducted throughout the state on patterns of scheduling, curriculum design, and role definition for teachers.
5. Competencies for education personnel are one aspect of the responsibilities of a recently appointed Continuing Education Task Force of the department of education. The problem of relating preservice to inservice experiences of education personnel has already been recognized by this group.

### WHERE MINNESOTA WANTS TO GO

It is proposed that a plan of action be developed which will facilitate:

1. Careful study of the concept of competency criteria as preservice and inservice components leading to certification of education personnel;
2. Development of model programs within the state which establish alternative routes to certification of education personnel based upon performance personnel;
3. Development of model inservice programs leading to recertification of education personnel; and
4. Involvement of personnel from the state department of education, colleges and universities, elementary-secondary school personnel, and the community in the decision-making process with respect to developing competency-based programs.

### HOW DOES MINNESOTA PLAN TO GET THERE?

Among suggested ideas for implementation are that:

1. Information will be disseminated through the state department of education

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\*This plan was developed by members of the Minnesota team who attended the Miami Beach conference. It is a working paper which could form the basis for a statewide plan. The questions answered were those posed by the Florida Department of Education.

publications and through publications, meetings, and conferences of professional organizations.

2. Two conferences, sponsored by the Minnesota Teacher Education Council, an organization of Minnesota groups involved in the training of education personnel, will be requested by the Minnesota team participating in the Florida conference.
3. The formation of consortia interested in developing performance-based models for the preparation of education personnel will be encouraged.
4. Regional conferences, cooperatively sponsored by colleges, LEA's, and professional organizations will be encouraged.
5. Financial support of programs for training education personnel will be sought.
6. Approval of experimental programs will be based on: (a) evidence that the program has been developed with effective involvement of the public and all sectors of the education community, and (b) a system developed to keep input open.
7. Approval of experimental programs will be contingent upon: (a) objectives of the program, (b) components of the program designed to achieve the stated objectives, (c) specified behaviors to be developed, (d) means for assessing behaviors, (e) indicators for achievement of objectives, (f) feedback which includes followup of education personnel trained in the program.

#### WHAT FORCES ARE HELPING?

The following forces are helping:

1. Positive attitude and interest of the Minnesota Board of Education;
2. Expressed interest for greater involvement of professional organizations and other education personnel;
3. A variety of instructional and organizational models developed by elementary-secondary schools;
4. Community interest in constructive approaches to effective education;
5. The influence of the Federal government in funding programs to develop more effective school personnel; and
6. Demonstration by college personnel that they are willing to explore new approaches to programs to develop education personnel.

#### WHAT FORCES ARE HINDERING?

Forces needing to be overcome are:

1. Defensive attitudes among some faculty at colleges and among some elementary and secondary school personnel;
2. Lack of familiarity and understanding of the competency or performance approach;
3. Lack of financial resources for program development and inservice education;
4. Lack of field-tested models for performance-based programs;
5. Lack of consideration of local conditions when guidelines for federal programs and federal funding are established;
6. The difficulty of coordinating the efforts of, and providing opportunities for, effective involvement of many different groups; and
7. Difficulty of identifying and describing precisely competencies needed by education personnel and relating them to pupil performance.

#### 1970-71 TIME LINE

The following time table has been established:

1. June 1970  
Hold "Improved Methods of Utilization of Elementary Personnel Conference" attended by Department of Education personnel and representatives from each of 25 teacher preparing institutions.
2. June - September 1970  
Disseminate information throughout the state.
3. Fall 1970  
Disseminate information continuously through professional organization journals and state department publications.  
Hold proposed workshop during Minnesota Teacher Education Council meeting.
4. Fall and Winter 1970-71  
Develop proposed consortia and planning of regional conferences; plan for involvement of school board association and other community elements; and disseminate information through meetings of professional groups.
5. Winter 1971  
Investigate sources of financing.
6. Spring 1971  
Conduct proposed regional conferences.  
Hold followup conference with the Minnesota Teacher Education Council.

State of New Jersey

*Team Members:*

Dr. Allan F. Rosebrock, Titusville, New Jersey, Team Chairman  
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Mr. Bernard Duffy, Somerville, New Jersey  
Mr. Robert Flood, Sparta, New Jersey  
Mrs. Hilda Jaffe, Verona, New Jersey  
Mr. Richard Meyer, Parlin, New Jersey  
Dr. James Mullen, Jersey City, New Jersey  
Dr. Thomas J. Quirk, Princeton, New Jersey  
Dr. L. B. Williams, Freehold, New Jersey



## New Jersey Plan

### WHERE NEW JERSEY IS NOW

The state board of examiners, as a result of suggestions made by a number of individuals and professional organizations at the "Listening Post" held in New Brunswick last year, proposed an extensive and intensive study to be made with the purpose of formulating a workable method for evaluating teaching competence as a requirement for certification. The New Jersey Joint Committee on Teacher Education made a similar proposal and in its report *Learning to Teach*, the Joint Committee said, "The Professional Laboratory Experiences Program provides the opportunity for the student to develop and demonstrate teaching skills in terms of performance criteria recognized by the college and the cooperating schools and agencies. Studies should be made to refine and validate these performance criteria, and to develop additional criteria to be applied during the initial years of actual teaching."

### WHERE NEW JERSEY WANTS TO GO

As indicated by the report of the state board of examiners and the New Jersey Joint Committee on Teacher Education, it is obvious that the State of New Jersey is interested in developing a workable method for evaluating teaching competence as a requirement for initial certification.

### HOW DOES NEW JERSEY PLAN TO GET THERE?

The state board of education has approved the proposal submitted by the organizations above and the department is now inaugurating such a study. Dr. Allan F. Rosebrock, chairman of the Department of Education at Rutgers University, will direct the project. Dr. Ward Sinclair, director of College Curriculums for Teacher Education in the state department of education, will be co-director. Dr. L. B. Williams III will be project coordinator. Dr. Wayne T. Branom, formerly superintendent of schools in Hillside, New Jersey, is consultant to the project.

Task forces have now been organized in 16 teaching fields. It will be the function of the task force to answer the following questions:

1. What performance criteria should be applied in evaluating the competence of teachers?
2. What procedure can be developed for evaluating the competence of teacher-candidates on the basis of these performance criteria?

The teaching fields in which task forces will work are art, business, elementary, English, exceptional children, foreign languages, health, home economics, industrial arts, mathematics, music, nursery school, physical education, social studies, and vocational subjects.

All task forces will include classroom teachers, public school department chairmen, superintendents, principals, curriculum development specialists, college professors and deans, college students, and state department curriculum specialists. Persons specializing in evaluation and research will be included in all task forces. A research associate will be provided for each task force.

#### WHAT FORCES ARE HELPING?

The greatest asset to the project is the cooperation among the professional organizations, the colleges and universities, the state department of education, and the school boards association.

#### WHAT FORCES ARE HINDERING?

There are no forces opposing the project. Our only obstacles are the practical ones of agreeing on performance criteria and developing a workable system for applying the criteria to individual applicants.

#### 1970-71 TIME LINE

It is expected that the task forces will meet approximately once a month during the 1970-71 and 1971-72 school years. Occasionally, all task forces will meet together, but usually the task forces will meet separately. The major objective during the first year will be the development of performance criteria. During the second and third years, it is hoped that experimentation can be carried on to test several of the models that have been developed.

State of New York

*Team Members:*

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Dr. Edward Cuony, Seneca, New York

Dr. Jay Greene, New York, New York

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Dr. Donald Munson, Buffalo, New York

Dr. Harold E. Tannenbaum, New York, New York

Mr. C. H. Thompkins, New York, New York

Mr. Mike Van Ryn, Albany, New York

Dr. James Young, Albany, New York

Miss Marguerite Walters, Albany, New York

## New York Plan\*

### WHERE NEW YORK IS NOW

New York is experiencing both general and specific unrest about the present system under which certification operates. The unrest exists in all segments of the population--students, professional personnel in the schools, collegiate staffs, parents, etc. Those who know and understand the system are no longer satisfied with a state-mandated curricular pattern.

During 1969-70 an attempt has been made by the state department staff to involve many responsible individuals and groups in considering the question of what alternatives were available or could become available which would serve to satisfy the purpose of certification.

Some small, but significant, programs looking at various segments of the problem have been operating. At this writing, however, no attempt has been implemented which addresses itself to seeking a viable alternative to the present system.

### WHERE NEW YORK WANTS TO GO

Unless, or until, some other alternative(s) develop, New York will carefully investigate the feasibility of inaugurating a system for certification based on the assessment of performance. No timetable for state-wide implementation can be either stated or implied. Movement in this direction will require an evolutionary process involving a large number of people and hours of time.

It is presently intended that in designing the state management system, the design would reflect as flexible a system as possible. Thus, the state would not establish and impose a set of performance criteria as certification requirements which would establish the basic pattern of preparation. Instead, the requirements for certification should be embedded in the process of preparing professional persons for New York's schools. For example, the requirements might be:

1. No person shall be initially certified who has not met the appropriate performance criteria established by an approved preparatory program.
2. No person shall be permanently certified who has not met the appropriate performance criteria established by an approved preparatory program, and who has not had at least one year of satisfactory experience.
3. A preparatory program, to be approved, must exhibit the following characteristics:
  - a. Evidence that the planning and development of the program included participation by at least the following three groups: (1) college or university, (2) teacher organization, and (3) school.

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\*This plan is the result of serious thought by the team. All members of the team felt that insufficient time was available to completely develop a satisfactory plan. Therefore, the plan is one which the team can only approve in principle.



- b. Evidence that it is individualized and is focused on a set of performance criteria.
- c. Evidence that processes have been established which assess the process made by the student in meeting the performance criteria.
- d. Evidence that feedback for program modification exists and will be (or is being) utilized.

#### HOW DOES NEW YORK PLAN TO GET THERE?

Several steps will be taken. The time each step will take or the time the complete process will consume cannot be estimated as yet. The steps noted below are addressed to the development of performance criteria based on teacher behavior although it does not eliminate the possibility of developing performance criteria based on pupil outcomes. It is intended to search for possibilities of relating performance criteria to pupil outcomes.

- Step 1. Continue to involve as many responsible agencies in the state as possible in the concept, in the progress, and in the development of program criteria.
- Step 2. Continue to encourage and support, where possible, activities which focus on some aspect of performance.
- Step 3. Encourage and support (including financial where possible) pilot projects addressed to the concept of an approved preparatory program.
- Step 4. Adapt or modify the system to insure maximum feasibility, using the pilot projects as learning experiences for all concerned.
- Step 5. Legalize, through appropriate processes, a new basis for certification

#### WHAT FORCES ARE HELPING?

Several forces are of help:

- 1. Acceptance by the profession and other groups that some change needs to be made;
- 2. A growing supply of teachers;
- 3. The temper of the times, i.e., search for accountability;
- 4. Growing willingness of groups to work together; and
- 5. No present restrictions in statute.

#### WHAT FORCES ARE HINDERING?

Major forces needed to be overcome are lack of financial support and lack of knowledge, on a wide base, of the "what" and "how" in program development.

#### 1970-71 TIME LINE

New York State plans to continue or institute Steps 1, 2, and 3 noted in the third section above and also initiate a design for state-wide evaluation.

State of Texas

*Team Members:*

Dr. Bill E. Reeves, Austin, Texas, Team Chairman

Dr. Emmitt Smith, Canyon, Texas

Miss Louise Colgin, Gatesville, Texas

Mrs. Jewell Harris, Abilene, Texas

Dr. Robert B. Howsam, Houston, Texas

Dr. Herbert LaGrone, Fort Worth, Texas

Mr. Thomas E. Ryan, Austin, Texas

Dr. Edward M. Vodicka, Austin, Texas

## Texas Plan

### WHERE TEXAS IS NOW

The state board of education has authorized a state-wide committee and commission to re-study teacher education and certification in Texas. The charge made to the state department of education by the board was to look at the recent governor's committee study of education and to look at national trends to determine implications for improvement in teacher education in Texas. We are in the eighth month of this two-year study. Professional personnel throughout the state are currently reacting to the study guide. These findings will be returned to the state in June 1970. The proposed standards coming from this study are to be developed during July and August of this year.

### WHERE TEXAS WANTS TO GO

The State of Texas is actively developing a plan for designing a performance-based teacher certification system.

### HOW DOES TEXAS PLAN TO GET THERE?

The statewide, two-year study is designed to use task forces made up of professional personnel throughout the state. These task forces are actively involved in designing the systems to be adopted for certification in the State of Texas. The two-year plan began in 1969 at an awareness level. It involved the development of the teacher education model, a study of certification at the consortium level, and a study of certification made by professional organizations. When these studies become final, they will be presented to the teacher educational organizations for dissemination and to the state advisory groups and to various state organizations for study. Following the recommendations from these organizations, there will be a proposed revision of the certification standards. These proposed revisions will be based on a performance-based system of teacher certification. The proposed revisions will be tested and experimented with at the grass-roots level. There will be a final revision at the state level, and final implementation of the performance-based system of teacher certification is expected in 1973.

### WHAT FORCES ARE HELPING?

The following forces are helping:

1. Texas Conference on Teacher Education;
2. Teacher education projects;
3. Texas legislature;
4. The state professional organizations;
5. The State Board of Examiners for Teacher Education;
6. Texas Professional Practices Commission;
7. Texas Teacher Certification Study Committee;

- 
8. Council of Deans of Education; and
  9. Texas State Board of Education.

WHAT FORCES ARE HINDERING?

Statutory requirements for certification and the funding system of state colleges need to be changed.



State of Utah

*Team Members:*

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Dr. Ladd Holt, Salt Lake City, Utah  
Mr. Boyd McAfee, Provo, Utah  
Dr. Robert H. Moss, Cedar City, Utah  
Dr. Quentin E. Utley, Salt Lake City, Utah

## Utah Plan

### WHERE UTAH IS NOW

Certification guidelines provided by the Utah State Board of Education provide a climate within which teacher education institutions in cooperation with public school districts can develop preparation programs based on performance criteria. Pilot projects (aimed at tying programs to performance) are currently underway in three of Utah's six teacher education institutions.

The individualized Secondary Teacher Education Program at Brigham Young University has been in existence for nearly four years, while the Individualized Performance-Based Teacher Education Program (IPT) is being implemented at Weber State College following the initial planning stage. The University of Utah also has an experimental training program which is performance-based.

The state education agency has given full support to these programs as experimental efforts. It is anticipated that information on these programs will be disseminated as widely as possible both within and outside the state. Utilizing these models, an attempt will be made to stimulate expansion of the programs in the institutions already committed and in the other teacher education institutions of the state. Local school districts have enthusiastically cooperated with performance-based programs and have encouraged further implementation.

### WHERE UTAH WANTS TO GO

We envision certification becoming a two-step process. The preparing institutions, in concert with the organized profession, would be held accountable for recommending for an internship in the public schools of the state, a product who is knowledgeable and able to perform according to criteria to be developed. This recommendation would entitle the recipient to become a practicing member of the profession.

The internship would provide experience in the "real world" of teaching under the close supervision of practitioners who would help the intern perform as well as teachers with his assignment should perform. Standard certification would be granted when the intern is judged competent to perform well his tasks as part of the agency held accountable by the state for producing a product (the student), based upon performance criteria.

These procedures would adhere to the principle of accountability of product rather than process for producing the product.

### HOW DOES UTAH PLAN TO GET THERE?

Using current programs as a base, an attempt will be made to promote further refinement of performance-based teacher education programs. Certification requirements will also be refined to enable and encourage licensure on the basis of capacity to perform necessary teaching behaviors or to produce the desired outcomes in pupils which derive from teacher behavior.

#### WHAT FORCES ARE HELPING?

The climate appears to be favorable for the implementation of performance criteria for certification. The Utah Student Education Association recently presented a position paper to the State Advisory Committee on Teacher Education which consisted largely of recommendations for more relevant teacher education programs based on competency to perform in the role expected of a professional teacher. The paper formed the basis for a state-wide conference on teacher education held in April 1970, on the campus of Weber State College. The Weber State performance-based program and other pertinent information related to performance criteria for teacher education and certification were given extensive exposure, and there was general agreement that change in this direction is desirable.

#### WHAT FORCES ARE HINDERING?

The force of tradition will be a major hinderance to movement toward performance-based teacher education and certification. The task of formulating acceptable criteria for teacher performance will be difficult, and if we incorporate fully the principle of accountability by focusing on the products that derive from a teacher's behavior, it will be even harder. Lack of adequate funding to support development of programs and necessary research is a significant problem. In addition, total involvement of the profession is essential if success in this endeavor is to be achieved.

#### 1970-71 TIME LINE

The following deadlines have been set:

1. October 1970  
Receive preliminary reports and validation of pilot programs at B.Y.U., Weber State College, and the University of Utah.
2. November - December, 1970  
Disseminate information on pilot programs.
3. November 1970-June 1971  
Hold state education agency sponsored dialogue among institutions, school districts, and professional organizations to promote understanding of performance criteria for teacher education and certification and support for programs.
4. June 1970-December 1971 and beyond  
Refine certification standards and guidelines for program development in the direction of performance bases.

State of Washington

*Team Members:*

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Mrs. Nancy Gaudette, Spokane, Washington  
Dr. R. Dean Gaudette, Cheney, Washington  
Dr. F. Herbert Hite, Bellingham, Washington  
Mrs. Bodil Sorenson, Seattle, Washington



## Washington Plan

### WHERE WASHINGTON IS NOW

We believe that during the next three to five years the education forces in our state will be moving toward parallel programs for teacher education. One program will be a continuation of the present certification standards--approved-program based upon college courses, student teaching, and so forth. The second program will be field-centered, competency-based. In effect, these will be competing programs. The programs will compete for students; graduates will compete for employment; school organizations will compete to become participants in one or the other kind of program.

### WHERE WASHINGTON WANTS TO GO

The field-centered, competency-based program specifies that three agencies agree on criteria for certification and on the process of helping students of teaching demonstrate these criteria. What is needed now is a decision-making process which will guarantee participation on all the significant decisions about program development. We also need a process for reviewing these decisions as they may affect students, schools, college departments, local professional associations, and communities.

### HOW DOES WASHINGTON PLAN TO GET THERE?

Our plan is to propose coordinating councils in each region of the state. These councils should represent all the agencies who will participate in the new field-centered, competency-based programs. Such a proposal will be presented in a series of meetings around our state. These meetings have already been scheduled to discuss latest revisions of our new certification plan.

### WHAT FORCES ARE HELPING?

Teacher associations and school organizations have indicated their desire to have a say in the selection, education, and certification of teachers. Also, several college teacher educators have invited school participation in program development--particularly in developing pilot projects under Teacher Corps and EPDA funding--projects which are based upon demonstration of competencies.

### WHAT FORCES ARE HINDERING?

Focusing only on the problem of establishing a decision-making process which will implement the new competency-based program, we can identify the following forces we need to overcome:

1. Jealousy of prerogatives for decision making under traditional college programs; and
2. Lack of experience in teacher education program development on the part of some agencies, teacher associations, and school districts.

#### 1970-71 TIME LINE

The schedule for reaching our objectives is as follows:

1. September-November 1970  
Hold regional meetings to review revised new standards at which the state superintendent's office will begin discussions about concept of teacher education coordinating councils.
2. April 1971  
Reach agreements on a new edition of the standards.
3. June 1971  
Submit new standards to the state board of education with regional coordinating councils for teacher education hopefully becoming part of the new approved standards.

U.S. Office of Education

*Team Members:*

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## U.S. Office of Education Plan

### WHERE THE U.S. OFFICE OF EDUCATION IS NOW

The Office of Education is providing the major financial support for this training session through the School Personnel Utilization Program of the Bureau of Educational Personnel Development and through resources of the National Center for Educational Research and Development (NCERD). In addition it was NCERD that sponsored the elementary school models which are a part of the resources for this training session. Access to the considerable audiovisual literature on these models is facilitated through *A Reader's Guide to the Comprehensive Models for Preparing Elementary Teachers*, jointly published by the American Association of Colleges for Teacher Education and the ERIC Clearinghouse on Teacher Education. We submit that the Office of Education has been creating momentum for change in teacher education toward performance-based training and the performance base for certification through:

1. The State Grant Program for attracting and qualifying teachers to meet critical teacher shortage;
2. The Teacher Corps and its original experimental endorsement by the educational agencies of the states involved;
3. The Career Opportunity Program and its necessity for creating ways of developing aides into teachers with no effective models available; and
4. The support for two committees of the National Association of State Directors of Teacher Education and Certification, that on new approaches to teacher education and that on standards for state approval of teacher education.

Moreover, other OE programs support our common concerns and there is increasing flexibility in the Office and a cooperative disposition to find ways of providing help.

### WHERE THE U.S. OFFICE OF EDUCATION WANTS TO GO

BEPD is responding to sound professional advice that we move to multiple-year project support; that we focus support so it can make a difference; and that we encourage partnerships, consortia, and various kinds of cooperative ventures.

### HOW DOES THE U.S. OFFICE OF EDUCATION PLAN TO GET THERE?

The School Personnel Utilization Branch is funding state wide projects in Florida, New Jersey, and South Dakota that have bearing on the performance base in certification. Teacher Corps is cooperating with NCERD in some seven projects that will shed new light on how programs like these can positively affect the development of more effective teacher competencies and more relevant teacher behavior. Teacher Corps is analyzing the team leader role in the contexts--Teacher Corps team leaders, leaders of team teaching teams, and leaders as school-based clinical teachers--in order to identify the leadership resource, develop training sequences, and provide for the essential protocol materials. The Career Opportunity Program is considerably involved in both and despite its youth is moving in parallel lines. Both units, as well as State Grants and School Utilization, are involved in continuing dialogues with state personnel concerning the performance base for



certification. Much of this is just breaking. Look for it to expand. Expect to be encouraged to experiment with innovative processes, even on a small and pilot scale while larger provisions are being perfected.

A refinement of operation in BEPD provides for a more effective linkage of Teacher Corps, the Career Opportunity Program and the newly emerging urban rural emphasis. This latter next year will fund high intensity teacher improvement projects in a few selected centers--not cities, not broad areas of districts, but in a single school buildings. This is the prime example of sufficient focus to make a difference.

The USOE team will be reporting to Don Davies in detail, interpreting the spirit and concept of this training session, and submitting a series of recommendations among which will be several general and enabling ones such as securing essential definitions and common language, encouraging follow-up state activities, and creating an OE task force to ride herd on the project of performance-based certification.

1970-71 TIME LINE

You'll hear more from us.

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Part 3  
AN OUTLOOK FOR PERFORMANCE-BASED TEACHER CERTIFICATION

THE OUTLOOK FOR THE PERFORMANCE IMPACT ON TEACHER CERTIFICATION

by  
Robert Poppendieck  
Bureau of Educational Personnel Development  
U.S. Office of Education

## The Outlook for the Performance Impact on Teacher Certification

### A POSITIVE OUTLOOK FOR PERFORMANCE CRITERIA

There is a positive outlook for improving teacher certification through applications of the performance concept. Such applications constitute a significant step in the gradual refinement of certification--the refinement over the years of the means of assuring qualified educational personnel for the schools.

Interest in using performance as the base in teacher certification has been growing. Considerations of ways and means have been expanding. Literature is appearing. Advisory groups have been advocating it. Some pump-priming funds have been invested. A few pilot ventures have started. Of course, many people have reservations about it. Nevertheless, there is a groundswell of professional attention to building assessed performance into the certification process.

The performance base in certification has an affinity for the rising interest in accountability. It is really a counterpart. Our changing way of life has ushered in changes in the educational enterprise that in turn press for more adequate teacher education and more effective certification procedures. This is dynamic, and it is positive. Furthermore, it is responsive to the criticisms of teacher education--constructive and otherwise--by laymen and professionals alike.

Possibly, however, the major promise of the performance refinement in teacher certification is in the concept itself. As educators, we often theorize about being practical. In our finest moments we achieve reality. There is, therefore, something refreshing in the idea of subjecting teacher education to the real-life test. Can the candidate teach? After the defensiveness about subjectivity and objectivity subsides, and after the reverberating echoes of "Sez who, sez who, sez who?" fade away, there is still that reassuring confidence that there is a better way, and that demonstrated performance is an important element.

Promising elements supporting the positive outlook for using performance in teacher certification deserve analysis. Consider them within the certification situation itself, within the nature of performance procedures, within the rationale, and within the opportunities for improvement that are offered.

### PROGRESS IN THE CERTIFICATION PROCESS

The process of certification has never been static. Some of its critics may have seen it so, but changes, adjustments, and refinements do occur. One case in point is the change since mid-century when only 17 states required the baccalaureate for teaching in the elementary schools. States do raise standards, support reciprocity, reduce the number of different certificates, and develop approved-program agreements. The current interest in most states in performance provisions is definitely a positive sign in the continuing refinement of the certification process. It may well be a sign of accelerating refinement--and if so, more power to it!



In the last decade or so, it has been the approved-program approach that has characterized change in certification. Proof-through-performance fits the approved-program process. It may well be that the first clear examples of a real assessment of actual teaching as an essential component in recommending candidates' certification will come through this approach. Program directors are in the best position to incorporate performance into present programs. Programs are operative. Performance assessments can be expanded or developed with relatively little additional effort, manpower, or expense. Optimum developments, of course, will be expensive, but we do not usually move forward by optimum steps.

Approved-program situations lend themselves, also, to utilizing the growing disposition of concerned agencies to cooperate in the improvement of teacher education. States are involved. School-college partnerships are on the upswing. The strongest approved programs have probably benefited from the participation of teachers and the organized profession, and possibly from the participation of citizen groups. Such collaboration is consistent with the performance idea. Collaborative support can encourage innovation, greater financing, and redefinition of roles; it can do so without distorting existing responsibilities. Such support for developing the performance requirement strengthens the institution's role in training teachers and the state's role in developing and enforcing legal policies. Protection of the public is essential. Inasmuch as diploma mills do still exist, their nature, if not their very existence, will change for the better as performance is built into the certification requirement.

Just as the trends in refining certification show promise for performance, so, too, do the suggestions of ways of using performance.

#### THE NATURE OF PERFORMANCE PROCESSES

A prime suggestion, frequently heard, is that the performance base is a balance to the credit base in certification. Both knowledge and performance are essential. Objective and subjective measures alike are needed. The addition of a real-life performance measure may well do much to strengthen creditability for teacher education. Fundamentally, certification is part of the teacher education process--part of the career-long process of reinforcing teacher competence. Performance assessment lends itself to growth and development in-career as well as at entry. It is pertinent to authorizing new and additional specializations. It is appropriate in making assignments for differentiated staffing. Certificate renewal based upon assessment inservice promises much for controlling professional obsolescence. There is real vitality in the suggestion that performance is a career-long concern.

Performance also accommodates the suggestion that the assessment be a process, not a single act. Obviously it must not be a simple observation by someone armed with merely a check list. Not only does performance assessment permit variety in teacher training situations, it encourages the adaptation of audiovisual monitoring, of candidate self-assessment, of focus on specific kinds of lessons and specific kinds of classes. Positively, it permits, even requires, pre-session and post-session conferences between candidates and observers so that candidates can warm up emotionally and then

project professionally the essence of the teaching task at hand. It is suggested that assessments detail not so much the objective labelling but rather the subjective identifying of strengths and the nature of essential improvements. It has been suggested that the candidate be able to call for assessment in different kinds of situations and concerning different competencies. Constructively, it has been suggested that performance assessment might well have the effect of leading many incompetents to withdraw without having to be rejected.

The continuing process of assessing performance on-the-job has led to additional suggestions. Just as preservice assessment should involve the candidate, inservice assessment encourages the teacher to project goals and even identify criteria that transcend those specified by the agencies involved. It permits the teacher to focus on essential competencies relevant to the task at hand. It permits instant feedback. It encourages looking to creativity and resourcefulness. It encourages the shift of emphasis from teaching to the directing of learning. In terms of corrections, performance assessment as a major component in supervision provides a safeguard to the system in making it very difficult for the administration to admit to tenure those inadequate teachers they have been retaining on a line-of-least-resistance basis.

The nature of performance assessment lends itself to experimentation and research. It permits comparison of variables. It facilitates positive follow-up. It encourages continuing evaluation. Just as research without application is futile, so application without evaluation is quackery. Performance assessment in teacher education, both preservice and inservice, is of the very essence of research and evaluation. Pilot experimentation with tentative criteria for measuring performance is essential and will appear with increasing frequency in months to come. More formal research will be slower in developing--in winning financial aid--but it will come. Hopefully, more graduate students will be encouraged to direct self-initiated research to this area rather to more remote and less essential areas.

At whatever stage of development the specifics of performance appraisal are found, their nature depends on the concept.

#### THE PERFORMANCE CONCEPT

The principle of reality is essential to the performance idea. It is coming into its own. Years back, some superintendents pushed credentials aside and asked candidates for teaching positions to teach a class. Maybe the truth of that approach is catching on. Its applications are myriad, but the concept is clear: Show that you can teach.

The principle of judgment is essential to performance. Too long we have sought for easy objective criteria that do not rest on individual insight and judgment. It has been a false trail. While criteria, and check lists with annotations, and case analyses can be used as aids to judgement--as means of making more objective that which is essentially subjective--there is finally no substitute for human judgment. Dialogue, group appraisal, client-interrogation--these are supporting techniques that focus professional competence on decision making. Yet it stands that assessing performance involves human judgment.

The principle of accountability is essential, too. Judgment in realistic situations is not a sheltered privilege. Yes, the process of judging does judge those who judge. Consequently, judgment must be accountable to the training institution--in the interest of professional responsibility, as well as feedback and institutional responsibility. Judgment must be accountable to the situation, the school in which the performance occurs, its staff, the professional organizations it represents, and the community it serves. Judgment must be accountable to the client, and judgment effectively achieved will leave a sense of fairness and satisfaction with unsuccessful as well as successful candidates.

The principle of individuality is essential to performance. We have failed mightily in providing for the individual intellectual and emotional potential of pupils, but we are working on it. However, we still treat teachers as though their individuality does not matter. The groundswell for differentiated staffing is a hopeful sign. Performance must accommodate differentiated staffing, specialization, and individuality.

#### OPPORTUNITY TO USE PERFORMANCE CRITERIA

The positive outlook for appraising teacher performance probably has its greatest vitality in the demands imposed by the opportunity. We have talked about it for years. The advent of performance forces us to perfect criteria. This is a process. It will take time. First formulations appear in the literature. The report of which this paper is a part contributes to it. The recent report of the Massachusetts Advisory Council on Education, "Teacher Certification and Preparation in Massachusetts," does likewise. So do most of the pieces in the September 1970 *Phi Delta Kappan*. Discussion analysis and experimentation will yield criteria that are sensitive to personality and culture, to demands for flexibility and for standards, to varied entry levels and career growth. These activities will protect the public, anticipate change, and provide for specialization and the effective deployment of our human resources in the educational enterprise.

The opportunity is at hand to develop performance assessment for continuity in the profession as well as for entry into it. The first necessity for this is that the candidate cannot be finally appraised except in his own classroom. Assessment at the student teaching level can reveal gross incompetencies, but it cannot weigh the carry-over effects from the cooperating teacher. Beyond this, the ongoing necessity for in-career assessment balances growth and specialization with protection against obsolescence.

The opportunity is open for those who wish to participate in performance appraisal. The situation is self-nominating. States, institutions, districts, individuals, and organizations have the opportunity to contribute through dialogue and experimentation. The system is open. Participation tends to be contagious. There is just this little matter of a sense of urgency and dedication. Fortunately, the situation is not one that must be totally revised before it can be applied. The use of performance criteria in the certification of teachers is the new stage in the refinement of the certification process. It is an effective way of moving into a tomorrow that can be but faintly understood. It fits the demands of the teacher's task identified in essence by Margaret Mead in concluding her Inglass Lecture at Harvard two decades ago--"to teach youth to solve, by means not yet devised, problems not yet formulated."

The outlook for applying performance to teacher education is positive and wholesome.

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Appendices



## Appendix A

### ABOUT ERIC

The Educational Resources Information Center (ERIC) forms a nationwide information system established by the U.S. Office of Education, designed to serve and advance American education. Its basic objective is to provide ideas and information on significant current documents (e.g., research reports, articles, theoretical papers, program descriptions, published or unpublished conference papers, newsletters, and curriculum guides or studies) and to publicize the availability of such documents. Central ERIC is the term given to the function of the U.S. Office of Education, which provides policy, coordination, training, funds, and general services to the 20 clearinghouses in the information system. Each clearinghouse focuses its activities on a separate subject-matter area; acquires, evaluates, abstracts, and indexes documents; processes many significant documents into the ERIC system; and publicizes available ideas and information to the education community through its own publications, those of Central ERIC, and other educational media.

#### TEACHER EDUCATION AND ERIC

The ERIC Clearinghouse on Teacher Education, established June 20, 1968, is sponsored by three professional groups--the American Association of Colleges for Teacher Education (fiscal agent); the Association of Teacher Educators, a national affiliate of the National Education Association; and National Commission on Teacher Education and Professional Standards of NEA. It is located at One Dupont Circle, Washington, D.C. 20036.

#### SCOPE OF CLEARINGHOUSE ACTIVITIES

Users of this guide are encouraged to send to the ERIC Clearinghouse on Teacher Education documents related to its scope, a statement of which follows:

*The Clearinghouse is responsible for research reports, curriculum descriptions, theoretical papers, addresses, and other materials relative to the preparation of school personnel (nursery, elementary, secondary, and supporting school personnel); the preparation and development of teacher educators; and the profession of teaching. The scope includes the preparation and continuing development of all instructional personnel, their functions and roles. While the major interest of the Clearinghouse is professional preparation and practice in America, it also is interested in international aspects of the field.*

The scope also guides the Clearinghouse's Advisory and Policy Council and staff in decision-making relative to the commissioning of monographs, bibliographies, and directories. The scope is a flexible guide in the idea and information needs of those concerned with pre- and inservice preparation of school personnel and the profession of teaching.

## Appendix B

### ATE PUBLICATIONS LIST & ORDER BLANK

#### QUANTITY

#### YEARBOOKS

|       |                                                                                                           |
|-------|-----------------------------------------------------------------------------------------------------------|
| _____ | 1968 Internships in Teacher Education \$4.75 (860-24468)                                                  |
| _____ | 1967 Mental Health and Teacher Education \$4.75 (860-24420)                                               |
| _____ | 1966 Professional Growth Inservice of the Supervising Teacher<br>\$4.75 (860-24418)                       |
| _____ | 1965 Theoretical Bases for Professional Laboratory Experiences in<br>Teacher Education \$3.50 (860-24416) |
| _____ | 1964 The College Supervisor: Conflict and Challenge \$3.50<br>(860-24414)                                 |
| _____ | 1957 Guidance in Teacher Education \$2.50 (860-24404)                                                     |
| _____ | 1956 Four Went To Teach \$2.00 (860-24402)                                                                |

#### COMMISSION PUBLICATIONS

|       |                                                                                                                                                        |
|-------|--------------------------------------------------------------------------------------------------------------------------------------------------------|
| _____ | Position Paper 1 The Supervising Teacher: Standards for Selection<br>and Function (1966) \$1.00 (861-24456)                                            |
| _____ | The Study of Teaching, Corrigan, editor (1967) \$1.50 (861-24458)                                                                                      |
| _____ | Position Paper 2 The College Supervisor: Standards for Selection<br>and Function (1968) \$1.00 (861-24464)                                             |
| _____ | An Approach to the Analysis of Clinical Settings for Teacher<br>Education, McIntosh, Third Florence B. Stratemeyer Lecture (1968)<br>\$.50 (861-24490) |
| _____ | Ferment in Professional Education of Teachers, Fourth Florence B.<br>Stratemeyer Lecture (1969) \$1.00 (861-24478)                                     |
| _____ | A Guide to Professional Excellence in Clinical Experiences in<br>Teacher Education (1970) \$1.50 (861-24488)                                           |
| _____ | Teacher Education: Future Directions, Report of 1970 Conference<br>Presentations, Lindsey, editor (1970) \$4.00 (861-14492)                            |
| _____ | Performance-Based Certification of School Personnel (1971) \$1.75<br>(861-24494)                                                                       |

#### RESEARCH BULLETINS

|       |                                                                                                                            |
|-------|----------------------------------------------------------------------------------------------------------------------------|
| _____ | 6 Studying Role Relationships, Corrigan & Garland (1966) \$1.00<br>(868-24454)                                             |
| _____ | 7 The Director of Student Teaching: Characteristics and Respon-<br>sibilities, Griffith & Martin (1968) \$1.50 (868-24460) |

#### BULLETINS

|       |                                                                                                                     |
|-------|---------------------------------------------------------------------------------------------------------------------|
| _____ | 1 Guiding Student Teaching Experiences, Hilliard & Durrance (1968)<br>\$1.00 (867-24466)                            |
| _____ | 20 Research and Professional Experiences in Teacher Education,<br>Smith & Haines, editors (1963) \$1.25 (867-24438) |
| _____ | 21 The Student Teacher's Experiences in the Community, Blair &<br>Erickson (1964) \$1.00 (867-24440)                |
| _____ | 25 The Student Teacher and Team Teaching, Fullerton & Griffith<br>(1966) \$1.25 (867-24446)                         |

- \_\_\_\_\_ 27 The Student Teacher and Professional Activities, Loftis (1966)  
\$1.00 (867-24450)
- \_\_\_\_\_ 28 Supervisory Conference as Individualized Teaching, Bebb, Low, &  
Waterman (1969) \$1.25 (867-24480)
- \_\_\_\_\_ 29 Teaching Is Communicating: Nonverbal Language in the Classroom,  
Galloway (1970) \$1.00 (867-24482)

#### ANNOTATED BIBLIOGRAPHIES

- \_\_\_\_\_ An Annotated Bibliography on the Professional Education of Teachers  
(1968) \$1.00 (861-24462)
- \_\_\_\_\_ An Annotated Bibliography on the Professional Education of Teachers  
(1969) \$1.75 (861-24476) Print and non-print materials included.

#### ATE REPRINT SERIES

- \_\_\_\_\_ No. 1 The Professional Development of the Student of Teaching,  
Heidelbach, editor (1970) \$.50 (865-24484)
- \_\_\_\_\_ No. 2 College-School-Community Partnerships, McGeoch, editor (1970)  
\$.50 (865-24486)

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